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**RESEARCH IN THE HUMANISTIC
AND SOCIAL SCIENCES**

American Council of Learned Societies
devoted to humanistic studies.

RESEARCH IN THE HUMANISTIC AND SOCIAL SCIENCES

REPORT OF A SURVEY CONDUCTED FOR THE AMERICAN
COUNCIL OF LEARNED SOCIETIES

BY

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PREFATORY NOTE

The circumstances under which the survey reported upon in this volume was undertaken, and the objects intended to be served by it, are explained in the introductory chapter. I desire in this place merely to express appreciation of the unfailing helpfulness of the officers of the American Council of Learned Societies in planning and carrying out the inquiry, and to testify to the patient and diligent co-operation of many scores of persons who, by furnishing information and in other ways, contributed to whatever value the results of the study may be found to possess. To the Carnegie Corporation of New York is due a special word of gratitude for the subvention which enabled the survey to be undertaken.

FREDERIC A. OGG

December 1, 1927.

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RESEARCH IN THE HUMANISTIC
AND SOCIAL SCIENCES

CHAPTER I

INTRODUCTORY: SCOPE AND METHOD OF THE INQUIRY

PURPOSES

FROM its establishment in 1919 as the American member of the International Union of Academies, the American Council of Learned Societies Devoted to Humanistic Studies has had as its major object the encouragement of productive scholarship, particularly in the fields of learning represented by the twelve—more recently fifteen—constituent organizations.¹ Especially has it interested itself in the circumstances and conditions that tend to foster or to impede research, whether in universities or outside, and on the part of organized groups as well as of individual scholars. Plans had not been developed far before it became apparent that intelligent support of the true interests of creative learning presupposed a familiarity with existing research agencies and activities which no known person or organization could claim to possess, and accordingly the suggestion was made that the Council should undertake a comprehensive survey of the existing state of research in humanistic and social sciences, with a view to finding out what research organizations and facilities exist, what research projects are in progress or in prospect, under what favorable or unfavorable conditions such projects are carried forward, and what steps are necessary to be taken if advances in the humanities (including, of course, the social sciences²) are in coming

¹ For further facts about the history and work of the Council, see pp. 107-110. The twelve original societies, with the dates of their foundation, are as follows: American Philosophical Society (1727); American Academy of Arts and Sciences (1780); American Antiquarian Society (1812); American Oriental Society (1842); American Philological Association (1869); Archaeological Institute of America (1879); Modern Language Association of America (1883); American Historical Association (1884); American Economic Association (1885); American Philosophical Association (1901); American Political Science Association (1904); and American Sociological Society (1905). Three other constituent societies, admitted to the Council in January, 1927, are: Linguistic Society of America (1924); History of Science Society (1924); and Medieval Academy of America (1925).

² The term "humanity" ought to suffice; properly understood, it of course embraces the social sciences equally with linguistics, literature, and archaeology.

years to be in any degree commensurate with those almost daily recorded in the domains of natural science.

An inquiry into these matters was formulated by a representative group of scholars, and in 1926-27 the project, generously supported by the Carnegie Corporation of New York, was carried out with as much thoroughness as time and means permitted. Stated more specifically, the objects in mind were (1) to obtain as complete a picture as possible of the condition of research at the present time, bringing to light current tendencies and directions of interest and providing a background of information for the more effective handling of research problems and the wiser planning of research programs; (2) to reveal existing obstacles to fruitful research, to contribute to a visualization of research needs, and to stimulate interest in quarters where it is at present lacking or flagging, whether among university professors and administrators, non-academic organizations that have to do with large matters of human well-being, or individuals and corporations that would be glad to devote means and energy to the support of scholarship if only the need and the way were pointed out; (3) to reduce the handicap from which the humanistic and social sciences have heretofore suffered through the too rigid separation of their various fields, by bringing the work of one field to the attention of workers in other fields, and by revealing overlappings of effort, gaps that should be closed up, and opportunities for helpful coöperation; (4) to assemble a body of data which can be made to serve as the starting point of concerted efforts to maintain hereafter a continuous comprehensive record of humanistic and social research and its results; (5) to suggest and provoke more intensive studies of particular research problems, e.g., the problem of bringing about more adequate provision for the publication of the results of research, on

The rapid development of economics, political science, and kindred disciplines in the past twenty years has, however, led to a habit, at least among social scientists, of limiting "humanities" to the older "cultural" studies having to do chiefly with languages, arts, and letters. This development is in some respects unfortunate, and it will be one of the objects of the present discussion to emphasize and illustrate the unity of all knowledge relating to man. Nevertheless, the dual phrase "humanistic and social" will often be employed—as it is in the general title—in order to avert possible misconception or confusion. Even the term "social science" means different things to different men. There are those who, regarding history as rather an art than a science, would exclude that discipline; there are, indeed, those to whom "social science" means little more than sociology. In this book the term is meant to include history, economics, political science, and sociology; and it is assumed that it might with equal propriety be made to include cultural anthropology, human geography, and a number of other subjects falling outside the scope of the present survey.

terms not—as is now too frequently the case—penalizing the research worker for his ingenuity and diligence; and (6) to make the scholarly work of America better known abroad, thereby lessening the danger of wasteful duplication and, indeed, inviting fruitful coöperative effort.

RELATION TO OTHER SURVEYS

Those who have had to do with the investigation have not been unmindful of the fact that various other inquiries are in progress, or are planned, in some or all of the fields of present interest; and effort has been made to avoid covering the same ground. The more important of these other surveys—aside from such as are being conducted within certain universities (See p. 76)—may appropriately be mentioned at this point. One which is soon to be completed is an extensive survey of learned societies in the humanistic and social fields, carried out under the auspices of the American Council of Learned Societies by the permanent secretary, Dr. Waldo G. Leland.³ In this study, research is, of course, only one of many matters taken up. Studies and compilations made by the National Research Council (See p. 168) touch the humanistic and social field at some points, e.g., surveys of the research activities of governmental agencies in certain of the states. The American Association of Collegiate Schools of Business (See p. 142) published in 1926 two typewritten reports on research projects in progress in the member schools, including (in the first report) incomplete data on the work of individual faculty members.⁴ This survey was made by a standing committee on business research and was kept up through 1927, when two additional reports were issued.⁵

Beginning in 1923, Professor James F. Willard, of the University of Colorado, has published annually a survey of medieval studies brought to completion in the United States. At first only projects relating to history were listed, but of late the entire range of medieval studies has been covered. This service was undertaken by Professor Willard voluntarily and independently, but has since been

³For an account see *Bulletin of American Council of Learned Societies*, No. 3, pp. 23-27 (Dec., 1924). The report is expected to bear the title *American Learned Societies; a Survey for the American Council of Learned Societies*, by Waldo G. Leland and Mortimer Graves.

⁴American Association of Collegiate Schools of Business, *Research Projects of the Member Schools* (Bloomington, Ind., 1926). One report under this title was issued on February 1 and the other presented data as of July 1.

⁵The members of the committee are E. E. Day, chairman, W. A. Rawles, secretary, M. T. Copeland, C. O. Ruggles, Horace Scrist, and J. W. Willits.

supported to some extent by the American Council of Learned Societies and the Medieval Academy of America, in addition to the University of Colorado. The results are published in a yearly bulletin entitled "Progress of Medieval Studies in the United States of America." A survey of the work of American scholars in the field of modern European history has recently been carried out by Professor C. P. Higby, now of the University of Wisconsin, with the support of a committee of workers in this field; and a similar inquiry into investigations, in progress or contemplated, in the domain of Hispanic-American history has been undertaken by Professor A. Curtis Wilgus, of the University of South Carolina, at the request of the board of editors of the *Hispanic-American Review*. Under the auspices of a committee of the American Historical Association on preparing a program of research and publication, Professor M. W. Jernegan, of the University of Chicago, has lately carried on an intensive inquiry into the productivity of doctors of philosophy in history.⁸ An elaborate investigation of the teaching and study of modern foreign languages has just been completed under the auspices of the American Council on Education, with coöperation of the U. S. Bureau of Education, and directed by a committee whose chairman was Professor Robert H. Fife, of Columbia University.⁷ The U. S. Department of Commerce occasionally lists studies in progress on topics falling within its range of interest. In 1926 it also published a directory of governmental, commercial, and academic agencies engaged in marketing research.⁸

A survey long contemplated by the Social Science Research Council (See p. 164) has now been definitely started, although on lines somewhat different from those originally proposed. Early in the history of that organization a committee was appointed on "aims, methods, and publications of research agencies in the social sciences," and for a time the intention was to carry out a general survey of research agencies, with the stress particularly on matters of methodology. Conference between the chairman of this committee (Professor Horace Secrist, of Northwestern University) and the director of the survey by the American Council of Learned Societies enabled plans to be worked out under which the two studies, to their mutual advantage, supplement rather than overlap each other. The agen-

⁷ See p. 127.

⁸ See p. 111. It may, however, be questioned whether this investigation, being mainly pedagogical, belongs in the present list.

⁹ Domestic Commerce Series, No. 6, *Market Research Agencies*.

cies of and facilities for research, with problems pertinent thereto, are dealt with in the investigation reported upon in the present volume; while the Social Science Research Council committee—re-named “the committee on scientific methods”⁹—has entered upon a thorough study of research methods, with a view, first of all, to the preparation of a “case-book” illustrating the methodology of various types of research in the social science field. Liberal financial provision for the latter project has been secured, work has been begun, and if plans carry the volume will be completed within one year.

Other proposals for surveys, as yet lacking definite promise of realization, could be cited in considerable numbers. One is an intensive inquiry into the state of research in colleges (as distinguished from universities), originally proposed at a Conference on Research in American Colleges held at Washington in March, 1925, under the auspices of the National Research Council (See p. 96). Another is an oft-made suggestion that Committee R of the American Association of University Professors (See p. 111), which concerns itself particularly with the position and prospects of research in colleges and universities, should undertake a thorough fact-finding survey of this subject. This effort has not yet been made, partly because of uncertainty as to financial support requisite for so large an undertaking, and partly because of a desire to await completion of the survey which is reported upon in the present volume.¹⁰

Of the fifteen organizations of scholars represented in the American Council of Learned Societies, only the American Sociological Society (See p. 152) systematically gathers and publishes data on the research work of its members, in progress as well as completed.¹¹ This it does through the agency of a committee on social research which from year to year asks all members of the society to indicate the research work which they have in hand. The information thus obtained is printed in the society's *Publications*, and certain of the

⁹ The members are Horace Secrist (chairman), A. N. Holcombe, W. I. King, L. L. Thurstone, Mary Van Kleeck, E. Sapir, R. M. MacIver, and F. J. Teggart.

¹⁰ See a report of the committee printed in *Bulletin of Amer. Assoc. of Univ. Professors*, XII, 122-132 (Feb.-Mar., 1926). It should be noted that this committee made somewhat extended inquiries in 1918 concerning the conditions affecting research in universities, more particularly in relation to graduate work, and published a preliminary report in the *Bulletin*, V, 11-17 (Mar., 1919).

¹¹ Through its support of Professor Willard's bulletin, mentioned above, the Medieval Academy may be said to furnish such information about completed projects in its field.

projects are ordinarily reported on and discussed at the annual meeting.¹²

SCOPE

This leads to a word of comment on the scope of the present inquiry. Geographically, the survey has been restricted to the United States. A similar investigation in other American countries, in Europe, in Australia, in Japan, would undoubtedly yield interesting and suggestive results, and the hope may be expressed that, through one channel or another, inquiries of the kind will be undertaken in every part of the world that is interested in contributing to the growing stock of human knowledge. Such far reaches were, however, outside of the plans and beyond the resources of the present study.

Within the confines of American scholarship, the survey has been limited rather strictly to those fields of intellectual endeavor represented by the fifteen societies affiliated in the American Council. In effect, this meant that seven principal subjects should be treated, namely, history, economics, political science, sociology, philosophy, philology, and archaeology. Such a delimitation, it may at once be confessed, is somewhat arbitrary. Several domains of learning lie very close to some of those mentioned, and indeed cut across them in important ways—for example, jurisprudence, fine arts, educational science, journalism, geography, psychology, cultural anthropology, and even engineering in its relation to economics and government—and one of the most significant developments of the past decade has been the increased awareness of these contacts and the growing disposition of scholars to coöperate on the lines which they suggest, if not indeed compel. Limitation of time and resources made it impracticable to carry the present study beyond the seven main fields enumerated; besides, this was the scope of the investigation for which the grant of funds was made. The hope may be indulged, however, that similar inquiries will presently be undertaken in the richly contributing cognate sciences.

The matters chiefly inquired into within the bounds thus marked out are largely, although not entirely, indicated by the contents of

¹² See especially the report for 1924 in *Publications*, XIX, 202-211. The members of the research committee in 1927 were: Hornell Hart (chairman), R. D. McKenzie, and Eben Mumford.

In connection with this general subject, mention should be made of an inquiry carried out a few years ago in Great Britain. The results are presented in "Report on Facilities for Advanced Study and Research," *University Bulletin* (issued by the Association of University Teachers), IV, 45-61 (Mar., 1925).

the present report. In bare enumeration, they are: (1) the research interests, agencies, activities, and programs of learned societies, national and local; (2) the status of universities as research centers, with particular reference to modes of encouraging and assisting research work; (3) the position of research in the college, as distinguished from the university, and the very special problem that development of research in this type of institution presents; (4) the origins, growth, resources, equipment, interests, present undertakings, and contemplated activities of institutes, bureaus, foundations, and other organizations specially designed to carry on research work; (5) the research interests, facilities, and activities of a long and varied list of social, philanthropic, reform, and other sorts of committees, societies, and federations; (6) the research projects and programs of business concerns, financial institutions, and commercial and industrial organizations; (7) the research work of the national government;¹³ (8) research which is being done or planned by individual scholars, working privately; (9) the stage or status at which research has arrived in each of the seven branches of learning under view, with attention especially to current tendencies and needs; (10) the modes and amounts of assistance given research by the great foundations and endowments, including the fields and forms of inquiry in which each of these organizations is specially interested; (11) fellowships, prizes, grants in aid, and other forms of pecuniary assistance to, or rewards of, research; (12) libraries (university, public, and special) as depositories of research materials; and (13) the problem of adequate provision for prompt and suitable publication of the results of research work. No bibliography of research covering the range of the present inquiry, nor indeed any one of the seven fields dealt with, having previously been published, it was decided to make a place in the report for a list of references, which indeed lays no claim to completeness, yet will perhaps be found sufficient for most purposes.

METHODS OF INQUIRY

The methods pursued fall into two categories, according as they relate to (a) the assembling of data and (b) the analyzing of data and formulating of observations and conclusions. It should be stressed

¹³ The Division of States Relations of the National Research Council has in hand a series of surveys of the research activities of the state governments. The series has not yet been carried far, and it has to do mainly with the interests of the natural sciences. Nevertheless, the field has not been entered in the present inquiry.

that the survey was first of all factual, and only secondarily interpretative. Its primary object was a photograph of the current research situation, a statement of concrete facts from which any interested person may make deductions of his own. A certain amount of cautious interpretation has, however, been indulged in, and is, in all modesty, presented in the report.

Information was obtained in a variety of more or less inevitable and obvious ways. Questionnaires were sent (1) to some 16,000 individual members of societies affiliated in the American Council of Learned Societies, (2) to practically all colleges and universities—about 325 in number—included in the Accepted List of Colleges and Universities Approved by the Association of American Universities, (3) to approximately 275 non-academic organizations known to be, or purporting to be, doing research work or in some way fostering it, and (4) to upwards of 300 libraries of various kinds. Considering the burdensomeness of questionnaires, the response from all of these quarters was generous, even if not general. Second and third requests usually brought approximately what was wanted from institutions and organizations. But it was not feasible to follow up inquiries to individuals to any great extent, and the returns from them had to be studied with the fact in mind that they were incomplete and that it was not always the most active and important research worker who submitted the fullest, and on paper the most impressive, report.¹⁴ Personal correspondence yielded much, and likewise interviews and conferences, especially in connection with foundations, institutes, and other organizations of exceptional activity and importance. Finally, all available printed and typewritten sources of information were laid under contribution, even though often rather more intriguing than informing, and not infrequently telling more of aspirations and hopes than of work actually in hand or in early prospect.

Within the bounds marked out for the formal report, every effort has been made to present faithfully the information thus brought together, subject of course to the necessities of space and to relevance to the purposes in mind. The director has had the advantage of frequent consultation with well-informed representatives of the various branches of learning, and has been glad to rely heavily on the estimates and judgments of scholars who were good enough to scrutinize

¹⁴ It was, of course, neither expected nor desired that the great bulk of the members of the societies would make returns, for only a relatively small proportion are engaged in any form of real research work.

certain of the data and to make a record of their impressions. To these men, and to all and sundry who have given time and effort to assembling and transmitting information, cordial acknowledgment is hereby made. It is believed, incidentally, that some things have been learned about the methodology of this particular type of survey that will be serviceable to persons who in the future find themselves similarly engaged.

DISPOSAL OF MATERIALS

Except for one important body of data, the materials brought together in the course of the inquiry remain, at all events for the present, in the hands of the director. The exception is the returns made by individual scholars in answer to inquiries concerning their own research work, whether in the recent past or at the present time, or, indeed, planned for the future. The best use of the information thus assembled could, it was decided, be made by the learned societies representing the respective fields; besides, one of the prime objects of the undertaking was to stimulate these organizations to a more active and effective encouragement of scholarly work. Accordingly, after appropriate use of the returns had been made in connection with the topics to be covered in the formal report, the documents—some two thousand in number—were assorted according to fields and turned over to the secretaries of the respective societies, to be placed in the hands of research committees or utilized in such other ways as might be deemed most practicable and promising in any particular case. The Sociological Society made extensive use of the returns of its members in preparing for its annual meeting of 1926, and it is expected that other organizations will find ways of turning their quotas to profitable account. It is hoped, also, that various societies will be moved to make provision not only for keeping the information up to date but for publishing current lists of research projects.

CHAPTER II

THE PROBLEM OF RESEARCH IN THE UNITED STATES

IN all ages man has given proof of his unique endowments and destinies by seeking to learn more about himself and the world in which he lives. Thousands of years ago he was discovering eternal truth in large and rich domains, so masterfully that to this day we can only imitate, for example, the sepulchral architecture and art of the Egyptians, the plastic arts, the aesthetics, and the pure reason of the Greeks. In succeeding centuries the quest has gone forward, now boldly and again cautiously, sometimes with glorious results, often with no results at all. Of what has been acquired, not a little has been forgotten, or is but dimly remembered, although the larger part, we like to believe, is still at the scholar's command. In any event, the search continues, more actively in some directions, and certainly more successfully in some, than in any earlier times of which we know.

Nevertheless, the supreme need and desire of a world still slowly and painfully finding itself is new knowledge. With all our boasted progress, how little we as yet really know of the physical universe! Our ideas of yesterday about even the structure of matter have been shattered; many of the underlying theories we had fondly supposed to be firmly established have been rudely overthrown. And if our knowledge of the relatively simple phenomena of physics is still so unstable and inadequate, how much greater is our ignorance of the vastly more complex organisms with which biology and psychology have to deal! And if the biologist can tell us only about some living processes, but not what life itself really is, how little indeed do we know about the motivation and behavior of men in groups—about human politics, economics, and even human history! It is indeed true, as the author of "Why We Behave Like Human Beings" tells us, that science moves fast in these days. Science, has, however, a long way to go—has, in truth, but barely started; and even if, as a British scholar has lately predicted, genius and morals and sex are eventually to be controlled by chemistry, the boundaries of the ascer-

tainable will still no doubt, when that day arrives, be found receding in quite as baffling, and alluring, fashion as in ages past.

Man learns a good many things by accident—by simply stumbling upon them. In the main, however, he adds to his knowledge by definite, deliberate inquiry—by coming up against a question or a problem and casting about for an answer or solution. This process of conscious, premeditated inquiry we call research. There is no need of laboring over a definition of research. The term obviously excludes (although there is much popular confusion on the point) that which is only search by one man for what another already knows, or the mere rearranging of facts and materials. But the name is worthily bestowed on any investigative effort—in library, laboratory, field, or shop—which has for its object an increase of the sum total of human knowledge, either by additions to the stock of actual present knowledge or by the discovery of new bases of knowledge, which for the research worker, and ultimately for the future of intellectual life, is of course far the more important. Research may or may not come to success; it may or may not add anything to what is already known. It is sufficient that its objective be new knowledge, or at least a new mode or orientation of knowledge.

If someone were to attempt a catalogue and evaluation of the contributions to human knowledge made by the scholars of America, even in a single field, the results would be exceedingly interesting. They would not be impressive enough to please those of our fellow-citizens who think of this country as the center and source of all that is worth while in the world; nor would they stir feelings of unmixed pride among people of more balanced views. We have not been a nation of scholars, and our forte has been the application of scientific facts and principles to industry rather than the discovery of the facts and principles themselves. We have outstripped all other nations in applied science; in pure science we have lagged. Withal, however, we have borne some considerable share in the great adventure into the unknown. And in these days of European impoverishment we are naturally, and properly, looked to for liberally increased encouragement and support of creative intellectual work.

Developments of the past ten years have indeed supplied impressive evidences of heightened interest in and improved organization for research in this country. The war furnished a powerful stimulus, and perhaps may be said to have been directly or indirectly responsible for most of the progress that has since been made. Science was forced suddenly to the front—not only physical and biological science,

but various branches or departments of social science as well—and the fact was impressed that research is not simply a harmless and negligible enthusiasm of the cloistered scholar, but is an indispensable means of national preservation in time of peril; and not only that, but a necessary condition of public well-being and development in days of peace. Not alone from scholars (who might have been expected to take such a view), but from business and labor and the professions, come expressions of earnest conviction that the road to national prosperity in the largest and best sense lies through the research laboratories and libraries. Even the American Federation of Labor is found proclaiming, in 1919, that "the increased productivity of industry resulting from scientific research is a most potent factor in the ever-increasing struggle of the workers to raise their standards of living, and the importance of this factor must steadily increase, since there is a limit beyond which the average standard of living of the whole population cannot progress by the usual methods of readjustment, which limit can be raised only by research and the utilization of the results of research in industry."

Precisely as the Civil War led to the chartering of the National Academy of Sciences in 1864, so circumstances antecedent to our participation in the World War led directly, and virtually at the request of the President of the United States, to the formation, in September, 1916, of the National Research Council—a federation of governmental, educational, privately endowed, and industrial research agencies, resting upon the charter of the National Academy, and extending its activities into every branch of mathematical, physical, and biological sciences and their applications to engineering, medicine, agriculture, and other useful arts.¹ Housed in a splendid new building in Washington (sometimes alluded to by the social science fraternity, a bit enviously, as "the marble palace on B Street"), liberally endowed, commanding the services of scores and even hundreds of investigators, and linked up with the scientific staffs of universities, institutes, and industrial establishments throughout the country, this organization represents a tremendous new force in the natural science field.² Under the leadership of Secretary Hoover, a campaign was launched in 1926 for an endowment of \$20,000,000 for the support of research in pure science, and almost before the public was aware of

¹ See "The First Half Century of the National Academy of Sciences," in George E. Hale, *National Academies and the Progress of Research* (1915), 57-93.

² See p. 168.

what was going on a sixth of the sum had been raised.³ Several great endowments of foundations have begun within the decade to extend help systematically to investigative work, or have doubled or tripled their earlier benefactions in this direction. The American Council of Learned Societies (See p. 107), organized in 1919, has taken as one of its principal tasks the encouragement and assistance of scholars, singly or in groups, in research activities in humanistic and social fields. The Social Science Research Council (See p. 164), dating from 1923, has conducted important national conferences on research problems, stirred unwonted interest in research methodology, formulated large research projects and got them under way, and turned considerable funds to the aid of younger scholars in bringing significant pieces of research work to completion. Many research institutes and bureaus, having to do with one or another of practically all major fields of learning, have sprung into existence, in universities and outside, and are actively prosecuting the programs of inquiry in which they have chosen to interest themselves. Multitudinous government departments, bureaus, and commissions have developed extensive research activities, and private business has turned systematic investigation to its purposes in a fashion wholly undreamt of even a decade or two ago.

Such are some of the more conspicuous forward steps, on the side of organization and support at all events, of higher learning in this country since 1916. They are certainly not without impressiveness. And yet it would be difficult to find a scholar—or, for that matter, a well-informed and forward-looking man of affairs—who would concede that the existing state of learning among us, and particularly of research, is what it ought to be. In the domains of physical and biological science the prime defect is the emphasis upon what may be termed broadly applied, or industrial, research at the expense of research in pure science. Industrial research, looking to the application of science to industry and commerce, has been developed on a scale unparalleled in history; ten years have seen an increase of industrial laboratories from one hundred to more than five hundred, and the output of practical knowledge and achievement—in engineering, in agriculture, and in other fields—has been magnificent. When American industry encounters a specific practical problem it spares no pains or expense to solve it. But, as was suggested above, we have never led in pure science; and of late the disparity between the effort ex-

* National Academy of Sciences, *National Research Endowment* (Washington, 1926).

pended on and the support extended to fundamental science and applied science has roused apprehension on the part not only of university scholars but of men who guide the affairs of the big industries, and of the industrial investigators themselves. Every one recognizes that applied science rests down on pure science—that, to cite a single illustration, radio communication would have remained not merely impossible but inconceivable save for the fundamental experiments of Faraday, the mathematical formulation of the wave theory by Maxwell, and the experimental realization of Maxwell's predictions by Hertz—all being advances in knowledge made without thought of practical application or financial return. All the ingenuity in the world could not have produced an automobile until science had brought to light the electrical, metallurgical, and mechanical principles involved in its construction.

Nevertheless, for every investigator in pure science there are, in this country, perhaps a dozen in applied science; for every dollar spent on pure science twenty (it is computed) are spent on applied science; the industrial laboratories are fast drafting the personnel of pure science into their service, depleting the fundamental research staff, especially in the universities, and thus, as Mr. Hoover puts it, to some extent drying the stream of creative men at the source.⁴ Realizing that applied science will itself dry up some day unless the fount of pure science is kept flowing, practical men of affairs like Mr. Hoover, General John J. Carty of the American Telegraph and Telephone Company, Mr. Julius Rosenwald, Mr. Felix Warburg, and others are actively promoting the National Academy's twenty-million campaign, the objective of which is the more adequate support of research in pure science, particularly in the universities. A special and powerful incentive to this effort is the almost total suspension of pure science research in Europe, which, as Dr. Vernon Kellogg has pointed out, leaves our major industries, always until now accustomed to draw their new scientific ideas mainly from across the Atlantic, "in exactly the same position as that of the manufacturer who suddenly finds himself cut off from his supply of raw materials from which he fabricates his finished product."⁵

Turning to the domain of the humanistic and social sciences, we find scholarly observers even less satisfied with the existing situation.

⁴ Herbert Hoover, "The Vital Need for Greater Financial Support of Pure Science Research," *Reprint and Circular Series of the National Research Council*, No. 65 (1925).

⁵ *New York Times*, October 17, 1926.

The meagerness of first-rate American contributions to philosophy, philology, political science, and even history and economics—although the showing is somewhat better in these two fields—plainly reveals the immaturity of our culture. Plenty of research work, of a kind, is all the time in progress. Quantitatively, there is little ground for complaint. But a considerable proportion of the studies undertaken are ill-planned, crudely executed, and barren of significant result.⁶ Serious and competent scholars notoriously lack time and means for carrying out important projects. Methods of investigation are imperfectly developed, and fields capable of contributing richly to one another are not adequately linked up. The public has little appreciation, and men of means are only beginning to perceive that economic and sociological investigations may be equally worthy of support with physical and biological. Furthermore, just as in natural science there is a tendency to neglect fundamental research for the applications that have an immediate money value, so in the social field there is some disposition to discount the study of principles, while turning economic and sociological, and even political, inquiry into lines of practical commercial utility, or at all events into those which have an obvious and direct bearing on current interests and problems. By rather common agreement, the natural sciences have overtaken and passed the social sciences, and now appreciably excel them in the boldness and energy of their attack, their flexibility and versatility, the incisive and penetrating character of their methods, and the precision, clarity, and usefulness of their results.

If, as Dean Pound remarks, we depend on physical and biological science to augment the goods of existence in an increasingly crowded world, we depend no less on the social sciences to enable us to avail ourselves of these goods with a minimum of friction and waste in a world in which they must be made to go as far as possible. For this practical reason, if no other, it is imperative that social studies march

* "Research in the physical sciences is perhaps more certain to be directed toward useful ends than research in humanistic fields, because the former is most commonly carried on in organized laboratories, where consultation is almost inevitable and a consensus of opinion as to what is worth while is easily formed, and has its effect on the investigator, whereas in most humanistic subjects the researcher can work in comparative isolation. He is therefore apt to take up with a subject merely because it interests him, without much thought of its value to the profession or to the world. A large proportion of the subjects of research which come to the notice of the present writer seem to him to be too unimportant, or to have been too well treated already, to deserve prolonged attention on the part of good scholars." J. Franklin Jameson, in *American Historical Review*, XXXII, 435 note (Apr., 1927).

with the natural sciences. Natural science and the humanities are not rivals in any hostile sense of the term. They may be friendly rivals, each striving to outdo the other in its service to the world; but enemies, never. Society will be healthy only if both flourish; and neither has anything to gain by the depression of the other.⁷

The lag of the social disciplines in these later days (they have by no means stood still, but certainly they have not kept pace with physics and chemistry) suggests some rather weighty questions. Has natural science overshot the mark? Has it set a mechanical pace too swift for our institutional development? Has it given us an environment we cannot cope with? Has it thrust into our hands a complicated, high-powered machine that will fly to pieces before we learn how to control it?

Much current opinion goes to support affirmative answers to these questions. Bertrand Russell thinks it an open question whether science (meaning natural science) will not eventually prove to have been a curse rather than a blessing to mankind. James Harvey Robinson, considering that the progress of men in the scientific knowledge and regulation of human affairs has remained almost stationary for over two thousand years, is only slightly more optimistic. Addressing a body no less august than the British Association for the Advancement of Science, the Bishop of Ripon dared the other day to suggest that "the sum of human happiness, outside of scientific circles, would not necessarily be reduced if for, say ten years, every physical and chemical laboratory were closed and the patient and resourceful energy displayed in them transferred to recovering the lost art of getting together and finding a formula for making the ends meet in the scale of human life." Raymond Fosdick conditions the well-being, if not the survival, of the race on the rapid upbuilding of man's knowledge of his own motivations, interests, reactions, and relationships. "With the allegiance of our age and generation so completely committed to the natural sciences," he says, "we must face the fact that the social mechanism can be kept from cracking under the strain only as we develop the sciences that relate to man. Unless we can marshall behind such studies as economics, political science, and sociology the same enthusiasm, the same approach, and something of the same technique that characterize our treatment of physics and chemistry; unless the results of this research can be applied to human life as freely and boldly as we apply the natural sciences to modify

⁷ F. G. Kenyon, in *Second Congress of the Universities of the Empire* (London, 1921), 339.

our methods of living; unless we can free ourselves of prejudice and stale custom and harness intelligence to the task of straightening out the relations of man with his fellowmen and promoting an intercourse of harmony and fairness—unless, in brief, in our generation we can make some appreciable progress toward this goal of social control, then pessimism has the better of the argument, and the chances of our keeping the train on the track are exceedingly slight.” Commenting on the fact that during the World War scholars in the human sciences did not—in this country, at all events—“dominate the situation” as did their colleagues in the physical sciences, a distinguished educator warns that the crises in the future will have to do with problems of human conduct rather than the control of physical things, and that when these crises come our scholars in human relations will have to be better prepared to meet them than they were in 1917 in order to escape being pronounced mere academicians and intellectual ornaments.⁸

These are some of the considerations that move to solicitude concerning the means and modes of promoting man’s knowledge of himself. How adequate, in our own country, are the facilities for carrying forward those studies of history, of economic forces, of political devices, of social mechanisms, of systems of thought, of languages and literatures, requisite for the safe utilization of the new powers which natural science is almost daily placing in our hands? What prospect is there that from these studies, as carried on in our universities, research institutes, and government departments, will emerge a new and more effective technique of human happiness and well-being? Is America to bear a share in the enrichment of humanistic learning and in the discovery of new roads to social betterment commensurate with her rôle in the industrial applications of science, or with her wealth, power, and opportunity?

The object of the ensuing chapters is to report the findings of a factual survey, not to spin out speculations or to fabricate prophecies. To the reader it must be left to form such opinions as he may, after viewing the equipment for humanistic and social studies which we have thus far acquired, and the limitations under which this equipment can at present be employed.

⁸ F. P. Keppel, “Scholarship in War,” *Columbia University Quarterly*, XXI, 169-185 (July, 1919).

CHAPTER III

THE UNIVERSITIES AS RESEARCH CENTERS: GENERAL ASPECTS

RESEARCH AS A UNIVERSITY FUNCTION

IN the advancement of knowledge in this country, as well as in the dissemination of it, the colleges and universities have had a leading part; and, notwithstanding the remarkable extension of their interests and activities in the direction of professional and vocational education on the one hand, and the phenomenal growth of non-academic research agencies on the other, they are still our principal springs and reservoirs of pure learning. The research obligations and possibilities of the present-day college is, to a degree, an open question.¹ Upon what the university should be and do, however, in relation to the discovery of new truth, there is substantial unanimity of opinion. Whether one scans the annual reports of university presidents and deans of graduate schools, reports of committees of university faculties or of such organizations as the American Association of University Professors, articles by experts on higher education, or ordinary routine university catalogues and bulletins, one finds agreement upon at least three main points.

The first is that the functions of a university are two-fold, i.e., to give instruction in the accumulated knowledge of the past and to contribute in a positive way to the enlargement of the frontiers of knowledge. In the truest sort of university, instruction would, of course, be only of an advanced type, as it now is in European universities, and as it will be in the Johns Hopkins University and in Stanford University if and when the reorganization of those institutions now contemplated is carried out (See p. 56). Even so, the instructional element would still be prominent; and in the universities as we find them today, being in fact colleges and universities combined, teaching fills a very large place—so large, indeed, as seriously to dwarf the theoretically coördinate function of research.² Any insti-

¹ See Chap. VI.

² A committee which lately made a survey of the University of Pennsylvania stresses the sacrifice of research made by that institution in the interest of "the more elementary types of instruction." It is, however, rather invidious

tution that merits the name "university" both increases knowledge through research and imparts knowledge through teaching.

The second point is that research and teaching are interdependent. "It is characteristic of a university that the two activities overlap and intertwine, and that they thus in practice aid and stimulate one another."³ It would be rash to assert that there can be no good teaching without research. But few informed persons doubt that teaching is most vital and effective when tied up closely with research, preferably in the intellectual life of the teacher himself, but at all events within the intellectual community of which he forms a part. Devotion to research on the part of a university in no way implies that its other great function, teaching, is likely to suffer. On the contrary, it means that the intellectual training which the institution offers, being rooted in truth and constantly refreshed by contact with it, is in less danger of becoming conventional and uninspiring. With rare exceptions, the highest type of teaching, even of undergraduates, cannot be expected of men who are not themselves continually pushing out to the limits of the field of human knowledge. "Without the attitude of mind toward his [the professor's] subject that comes from the constant employment of research methods, the edge of his analysis will become dulled and a disposition to accept and impart the old will be substituted for an inner compulsion to question and re-examine —a compulsion which the teacher should feel if it is to be communicated to his students."⁴ Research benefits, too, from teaching to mention any single university in this connection, for in varying degrees all are guilty.

³ Report of the Commission on the Graduate Schools of the University of Chicago, I. "A good teacher must continually drink from the flowing stream of knowledge in order to preserve his own intellectual freshness; he must do more; he must himself assist in keeping the stream in motion." W. B. Munro, in *Bulletin of Amer. Assoc. of Univ. Professors*, XII, 4 (Apr., 1926). "I am sure that there will be strong influence going out from our professors and graduate students who are engaged in the work of research, upon the whole student body, and will thus create an atmosphere of enthusiasm for the search and the discovery of truth. When our students come more and more to realize that the men who are teaching them in the classroom, or conferring with them individually, are men who are not only endeavoring to interpret the world of knowledge but are themselves constantly contributing to the enlargement of that world, it will make truth appear to them as something fresh and living, with a power to challenge their attention and fire their ambition." John G. Hibben, *Official Register of Princeton University*, XVII, 10-11 (Oct., 1925). "It is essential that university teachers should know their several subjects, not as made, but as making. Static knowledge will not meet the need of a dynamic age." Chancellor E. E. Brown, *New York University, Report of the Chancellor, 1921-1922*, p. 17.

⁴ The Princeton Fund, *The Aim of Economics Instruction* (1926), p. 10.

of the right sort, the ideal research unit being, from many points of view, the university professor surrounded by a few students sufficiently advanced to be fruitful collaborators. If a number of these teaching-investigating units, working in overlapping or cognate fields, can be actively associated in coöperative enterprises—as ought to be possible in any university—the conditions for productive work will frequently be by so much improved.

A third point is that the research obligations of the university are two-fold—first, to train young investigators of promise, and second to carry on active programs of investigative work. Both are very important. To whatever extent research may in the future be performed outside of colleges and universities, these institutions must continue to bear the responsibility, and to enjoy the high privilege, of giving almost all investigators their initial training. From their doors must emerge the scholars who in future years will set the standards in literature, science, and art—those to whom, in the main, it will fall to make whatever advances are achieved on the high roads and by-paths of knowledge. This supreme responsibility they, however, can meet only if they are themselves busied with research in a large way, so that young men and women may observe its processes and results and be touched by its invigorating spirit. In the words of Dean Pound, "The university must train men who know the importance of research and know how to rate and value its results. Also it must train men who are equal to the work of research in all the variety of fields which call for it under the conditions of modern life. Most of all, it must foster and conduct research as only a university can. For nowhere else are we so sure of competency, equipment, freedom from bias, and a steadfast will to find and declare the truth."⁵

If a fourth agreed point were to be added, it would perhaps be that on account of the number of potential investigators assembled, their opportunities for contact, and the scope and variety of their interests, the university is peculiarly adapted to carry on investigations in fields where branches or subjects of learning impinge upon one another. "In a university all branches of knowledge are brought into relationship, and especially is it of value that, while teaching is guided by the materials and methods furnished by research, teaching may bring to light problems which in turn are the object of

⁵ *Bulletin of Amer. Assoc. of Univ. Professors*, XI, 339-340 (Oct., 1925). Cf. J. C. Merriam, "The Function of Educational Institutions in Development of Research," *Univ. of Cal. Chronicle*, XXII, 133-142 (Apr., 1920).

research. In recognizing these interrelations and providing for them in a single institution, a university secures advantages which are lost when any single type of intellectual effort is carried on in isolation."⁶ "In no other type of institution engaged in investigation," remarks Dr. John C. Merriam, "are the chances greater for contribution in fields representing either new groupings of subjects or areas which have thus far remained untouched by the workers of all organized departments of knowledge."⁷ Within our time, it is true, the universities have to a considerable extent sacrificed their advantages at this point. Growth to huge proportions, specialization leading to the sharp delimitation of subjects and fields, and excessive departmentalization have had the result, not only of wedging apart disciplines that have natural and useful connections, but of leaving many important areas entirely uncultivated. Particularly is this true in the social sciences. Coördinating movements, however, are afoot which already have brought welcome remedy in a number of institutions, e.g., Chicago and Columbia, and there is reason to believe that the disadvantages flowing from the conditions indicated will in time be largely overcome.

The inquiries directed to universities in connection with the present survey were intended to bring out the major facts about the existing state of humanistic and social research in so far as these institutions can be held responsible for it. The subject, of course, ramifies in many directions and ties up with numerous questions of fact and policy both within the universities and outside. For instance, the whole matter of the professional teaching load is involved; likewise the question of extra-collegiate service by faculty members, and the varying forms and degrees of relationship between university men and independent or semi-independent research institutes and bureaus. Some of these topics have been inquired into by other investigators;⁸ some will be dealt with in later portions of the present report. Here it is desired merely (1) to characterize the university situation generally, largely on the basis of information furnished by presidents, deans, and others (representing some eighty institutions)

⁶ *Report of the Commission on the Graduate Schools of the University of Chicago*, I.

⁷ "The Function of Educational Institutions in Development of Research," *Univ. of Cal. Chronicle*, XXII, 133-142 (Apr., 1920).

⁸ Notably in a report prepared by Professor H. V. Wilson entitled "Extra-Collegiate Intellectual Service" and published by Committee G of the American Association of University Professors in the *Bulletin* of that organization, Vol. X, pp. 8-22 (May, 1924).

in response to questions specially submitted to them; (2) to call attention to significant research situations, developments, or proposals in each of a small number of outstanding institutions in which research work is exceptionally well organized and supported or in which, for some other reason, the research situation is specially interesting; (3) to speak of some conditions which are commonly regarded as offering the most serious impediments to university research; (4) to call attention to certain other problems and tendencies in relation to such research, and (5) to offer a limited number of suggestions looking to improvement of the situation. Except as otherwise indicated, what is said relates only, or principally, to research in the humanistic and social sciences.

GENERAL ASPECTS OF THE UNIVERSITY SITUATION

Much important research work has been done, in this country as elsewhere, and particularly in the universities, without any direct financial support. In numerous instances the work would have been done sooner, or better, with such support; and for the investigation of a very wide range of significant topics in a really worth-while way special aid has always been, and still is, indispensable. A significant measure of the state of research in the universities is, therefore, the provisions which they have made for the financing of investigative work, as distinguished from teaching and administration.

Five years ago, when this matter was briefly inquired into by a committee of the American Association of University Professors, only nine of the twenty-four universities at that time belonging to the Association of American Universities were able to report any regular funds which could be applied from year to year to aid research in various departments.⁹ Of course this takes no account of institutions outside the Association having similar arrangements, or of special and temporary research moneys available in a few of the remaining fifteen on the list. But these qualifications do not invalidate the impression given by the report that, in even those institutions having the most important graduate schools, regular, dependable financial provision for research as distinguished from instruction was either largely non-existent or precarious and inadequate.

The present survey reveals a somewhat improved state of things, while nevertheless indicating that a long road remains to be traveled

⁹ *Bulletin of Amer. Assoc. of Univ. Professors*, VIII, 32 (Apr., 1922). These institutions were California, Columbia, Cornell, Illinois, Iowa, Minnesota, Stanford, Wisconsin, and Yale.

before research, particularly in the humanities, will have the liberal and assured support, in the universities generally, that is necessary to its proper development. Herewith is submitted a summary of the situation in the twenty-six institutions now belonging to the Association of American Universities,¹⁰ based upon information furnished by responsible officers, usually either the president or the dean of the graduate school. Attempt is made to indicate, so far as possible, (a) the sums available for research in humanistic and social sciences, (b) the sources from which they are drawn, and (c) the authorities which allocate research money to departments or projects.¹¹

1. *University of California.*

"In recognition of the principle that the promotion of knowledge is one of the essential functions of a university, and that teaching is most effective if accompanied by research," the Regents annually set aside a specified sum for the support of research by members of the faculty. This sum rose from \$2,000 in 1917-18 to \$82,000 in 1926-27. In 1921 the Regents decided to devote the entire income from the Searles Fund to this purpose, the amount being \$13,400 in 1924-25 and approximately \$22,000 in 1925-26. Grants in support of research (supplementary to provisions for research in regular departmental budgets) are made by the president with the advice of the Board of Research, which is a committee of the Academic Senate. As a rule, about \$10,000 a year goes for the aid of research in humanistic and social fields. The Heller Fund for Social Economics yields about \$5,000 a year, in addition, for a period of three years; and a grant was received in 1927 from the Laura Spelman Rockefeller Memorial Foundation which will support a research institute of child welfare for a period of six years. All research projects receiving special aid during the year are listed in the annual report of the president.

¹⁰ These institutions, containing the country's principal graduate schools, are naturally of chief interest in relation to the topic under consideration; although the financing of research in other universities is, of course, also highly important.

¹¹ It is to be borne in mind, of course, that the data here assembled do not represent the whole financial effort of the institution in behalf of research. Professorial salaries, for example, are to a degree paid for the support of research; and the absence of a faculty member for purposes of research work is not necessarily charged to research in the accounts. As this suggests, differing systems of budgeting make conclusions and comparisons hazardous. The list purports merely to indicate sums regularly set aside for research purposes exclusively.

2. *Catholic University of America.*

No information could be obtained from this institution. It is understood that there is no noteworthy provision for research.

3. *University of Chicago.*

The general principle of operation is that the University will contribute the time of its faculty for carrying on research, while the funds (outside of salaries) required for the purpose will be obtained by gifts or subventions from outside. There are certain permanent research funds, e.g., in the School of Commerce and Administration. But most of the sums at present available are derived from subventions made for a limited period of years. The total of these is exceptionally large: \$143,000 for the social science group; \$67,000 for the School of Education; \$50,000 for archaeology (Egyptology); \$10,000 for the Law School; and \$7,000 for philology (besides grants for work in the natural sciences and other fields). A fund of \$100,000, spread over five years, has lately been received to aid in the publication of scholarly works in all fields, including natural science. Much financial assistance is obtained from the foundations and endowments, but also a good deal from civic agencies and individuals, chiefly in Chicago. In some cases the funds are placed at the disposal of a given member of the faculty, who administers them, clearing his requisitions through the auditor of the University. The Local Community Research fund of about \$100,000 (part of the \$143,000 mentioned above) is administered by a committee of the social science departments concerned (See p. 171). This committee is very active, holding protracted sessions at least bi-weekly. In general, research is much more adequately financed than five years ago.

4. *Clark University.*

There are no special endowments for research, except in genetic psychology (\$160,000); but the original endowment of the Graduate Division of the University provides funds from which appropriations for support of investigations in humanistic and social sciences, as in other fields, are made from time to time by the Board of Trustees. Such allotments are voted on recommendation of the president of the University and the head of the department concerned. It will be recalled that this institution was founded primarily for the promotion of research work.

5. *Columbia University.*

It is impossible to state with exactness the amounts of money appropriated for research in the general budget of the University, because—as is true in many other institutions—the budget makes no distinction in its items between appropriations for research and those for instruction. From the general income of the University, however, the sum of \$40,000 is appropriated annually to the president, as an emergency fund in aid of special research undertakings, commonly on recommendation of a faculty committee on research which the president appoints. This appropriation, which is only supplementary, and therefore far from representing what is annually devoted to research purposes, is twice as large as five years ago. The humanistic and social sciences receive a very considerable, although widely varying, share. Gifts totaling many thousand dollars are received by the University every year for the support of particular research projects or programs. In the humanistic and social field these are administered by the University committee on research and the Council for Research in the Social Sciences (See p. 172).

6. *Cornell University.*

The annual income of the Heckscher Fund (\$500,000), given the University some seven years ago for the support of research—especially through temporary liberation of professors from teaching—is approximately \$25,000. For the year 1926-27, \$5,875 from this source was allotted for humanistic and social research. Grants are made by the Board of Trustees on recommendation of the Heckscher Research Council, consisting of the president of the University and the dean of the Graduate School *ex officio* and other persons elected by the University faculty. Until the Heckscher gift was received, special provision for the support of research was almost entirely lacking. In 1926 an additional fund of \$200,000, subscribed by alumni of the University, became available for a “distinguished professorship” chair. This chair is occupied, in rotation, by members of the faculty who have distinguished themselves in scholarly work, and who, during their tenure, are released from teaching duties and enabled to spend their entire time in research.

7. *Harvard University.*

A general research fund—the Milton Fund—yielding about \$50,000 a year is available for work in humanistic and social or other

fields. Allotments are made on recommendation of a special committee. There are several lesser funds for special subjects, including a grant of \$50,000 a year for five years by the Laura Spelman Rockefeller Memorial Foundation for the development of research of an international character in the social sciences. The general situation is reported by President Lowell to be "much better" than five years ago (See p. 51).

8. *University of Illinois.*

From the regular legislative appropriation the sum of \$10,000 a year is allocated to the aid of special research—almost exclusively in the College of Liberal Arts and Sciences, inasmuch as the experiment stations of the Colleges of Agriculture and Engineering have funds of their own. This is exclusive of salaries of research assistants and of professors devoting themselves largely to research. The fund is distributed by the dean of the Graduate School in consultation with members of the Executive Faculty and other competent advisers. The larger part goes to humanistic and social studies. A fund of \$5,000 a year is also carried in the budget of the Graduate School for the support of the Illinois Historical Survey, established in 1910.

9. *Indiana University.*

There is an endowment of somewhat more than \$100,000 for research in physical science, but none for work in humanistic and social sciences. Grants in aid of research are made from the general funds of the University in all departments "according to the measure of our ability." These are not likely, however, to extend beyond the purchase of books or other equipment.

10. *State University of Iowa.*

The policy of the University is not to separate research funds from other funds except in the case of emergency funds for research (administered by the Graduate Council) and specific grants from outside sources. The Graduate College has an emergency fund of \$63,000 a year, subject, however, to certain fixed charges, including scholarships and fellowships. Awards from this fund are made by the dean as "emergencies" arise, and may be for research as well as for instructional purposes. Funds come chiefly from legislative grants. Dean Seashore says: "The support for research projects is markedly more generous than it was five years ago;" and President Jessup adds that a substantial increase is expected during the coming year.

11. Johns Hopkins University.

The income of the Johnston fund of \$90,000 is used for appointment of three scholars with a stipend of \$1,500 each; these are engaged in research, but not necessarily in humanistic or social sciences. Income of the Creswell Fund of \$20,000 is available for instruction or research in international law, but hitherto has been used only to pay for lectures. President Goodnow says the University is "not very well organized so far as funds are concerned" for research along humanistic and social lines (But see p. 54).

12. University of Kansas.

A sum of between \$4,000 and \$6,000 for all fields is available annually, the amount for any given year being determined by advance study of the needs. The money comes out of regular university funds, derived mainly from legislative grant, and is allotted by the chancellor and regents on recommendation of a graduate research committee. In 1925-26 only \$250 was allocated to humanistic and social sciences. The funds available are from a fourth to a half larger than five years ago.

13. University of Michigan.

In general, it is not possible to distinguish between moneys appropriated for teaching and those appropriated for research; in the university budget all salaries are listed under "instruction and research." A sum of \$3,000 annually, however, is known as the emergency research fund and is available for research workers in all departments. It is allotted by the executive board of the Graduate School. Special funds are from time to time devoted to research, e.g., the sum of \$50,000 annually for a period of three years given by a friend of the University for archæological research in the Near East.

14. University of Minnesota.

A sum of approximately \$9,000, derived from legislative grants, is available yearly for the support of research in all fields. Allotments are made by the executive committee of the Graduate School, composed of seven faculty members. Seven or eight times as much goes to biological and physical sciences as to humanistic and social studies, but this is in proportion to the requests made. The general situation is about the same as five years ago.

15. University of Missouri.

Until 1927, no funds for research were available in the University at large except small amounts made up from student fees, which were occasionally used to assist in the fields of the natural sciences. In the year mentioned the Board of Curators decided to include in the biennial budget an item of \$25,000 for the support of research. The legislature eventually gave the University half a million less for maintenance than in the previous biennium, but notwithstanding this reversal the president has assigned the Committee on University Studies the sum of \$5,000 for the purchase of books for research purposes and \$3,000 for publication. It is planned to make a state-wide campaign in the interest of research before the consideration of appropriations in the next legislature.

16. University of Nebraska.

Very little provision of a practical sort has been made for the encouragement and support of research, and no funds are at present available. The new dean of the Graduate College, Dr. H. G. James, is, however, keenly interested in improving the situation and is hopeful of an early change for the better.

17. University of North Carolina.

There is an annual grant of \$1,000 from the Graduate School, but this is supplemented by annual income of \$1,500 from an endowment, the Smith Fund. Both are drawn upon by any and all departments of the University, allotments being made by a special committee of the Administrative Board. An Institute for Social Research, entirely within the University, has approximately \$65,000 annually, derived mainly from a grant by the Laura Spelman Rockefeller Memorial for a period of five years, and administered by the Board of Governors of the Institute. "This money is distributed according to problems rather than departments" (See p. 173).

18. Northwestern University.

There is no general university research fund, though the Bureau of Business Research has a budget of approximately \$10,000 a year, derived from "contributions for specific purposes and from budget appropriations," and the affiliated Institute for Research in Land Economics and Public Utilities (See p. 188) has a budget of about \$90,000 a year derived from contributions by individuals, cor-

porations, and foundations. Funds are allotted on the basis of projects to be worked out and not on an individual basis. There has been no research committee for the University as a whole, but it is reported that one is about to be established. A special committee of the faculty of the School of Commerce has to do with the Bureau of Business Research.

19. *Ohio State University.*

A University "equipment fund," amounting to \$70,000 in 1925-26, is divided among all departments according to their need, research being taken into account along with apparatus, special lectures, and other things. Also, beginning in 1925-26, there is a Graduate School fund of \$10,000, to be drawn upon in special cases by any department or individual for research or otherwise. This "undoubtedly will be increased each year." Both funds are derived from legislative grants. The Graduate School fund is allocated by the Graduate Council. The situation is considered by Dean McPherson "greatly improved."

20. *University of Pennsylvania.*

The income from the George Leib Harrison Foundation (principal, \$1,060,635) is devoted chiefly to fellowships and scholarships in humanistic and social fields, but in 1926 the sum of \$3,151 was set aside for the promotion of research by members of the faculty. The Clark Research Professorship of Assyriology Fund (principal, \$127,593) provides that the income shall be used toward the salary of the professor of Assyriology, and any surplus may be used for the purpose of publication or any other purpose fulfilling the trust. The William T. Carter Foundation Professorship of Child Helping Fund (principal, \$101,917) maintains the professorship designated in the title. A number of funds for research under the direction of the University Museum aggregate approximately \$557,000. A campaign to raise a general endowment fund of \$45,-650,000 by 1940, started in 1925, passed the \$9,000,000 mark in the early summer of 1927. Research is expected to profit along with other University interests and activities.

21. *Princeton University.*

No funds are regularly allotted to research in the humanities except the income of \$50,000 used to maintain the Shreve fellowship (See p. 415). Thus far this fellowship—which is not intended for

graduate students—has been awarded only to members of the Princeton faculty. It is not, however, restricted to them. It perhaps should be added that gifts from alumni and other sources help out, on special projects or enterprises, rather more frequently at Princeton than at most other institutions.

22. Stanford University.

A research committee appointed by the president administers a fund of about \$3,300 a year, available for all departments of the University. A Food Research Institute (See p. 195) receives an annual grant of \$73,000 from the Carnegie Corporation of New York. There is also a fund of \$12,000 for the support of historical studies. Various other sums are carried in departmental budgets, or accrue from gifts or endowment funds, for research in humanistic and social sciences.

23. University of Virginia.

In addition to a research appropriation of \$700 at the disposal of the research committee of the faculty, the Laura Spelman Rockefeller Memorial Foundation has made a grant of \$27,500 a year for five years for research in the social sciences. Richmond alumni have provided \$4,000 a year for five years for a research professorship of history. Five years ago there were no research funds except a general university appropriation of \$500 a year. Grants from the Spelman Memorial fund are made by the executive committee of the Institute for Research in the Social Sciences (See p. 174), and from the University research appropriation by the research committee, whose members are appointed by the president.

24. Washington University.

No funds are regularly set apart for the support of research, but allotments are occasionally made by the chancellor "on the basis of university funds available and his evaluation of the merits of requests made." The situation has not changed materially in the last five years. There is no research committee.

25. University of Wisconsin.

For several years the sum of \$30,000 annually has been appropriated by the state legislature specifically for the aid of research in all departments of the University. The grants are administered by a research committee of six faculty members appointed by the president.

As a rule, about one-fourth of the total amount goes to the humanistic and social sciences, which is in proportion to requests made. Under action taken by the Board of Regents in 1925, subventions are not accepted from educational foundations and endowments. Several important gifts from other sources, however, have been received, chiefly for work in the natural sciences. The budget presented to the 1927 legislature called for greatly increased research appropriations for the ensuing biennium, i.e., \$115,000 for the first year and \$140,000 for the second. The request was not fully met, but the sum of \$70,000 was made available for the year 1927-28.

26. *Yale University.*

In all, approximately \$40,000 a year is available for the humanities and social sciences, including (a) a publication fund in history yielding \$2,500, (b) various subventions from funds of the University Press, and (c) a stipend of \$2,000 or more for assistance in research attached to each Sterling professorship. The whole is derived from endowment. Allotments to individual scholars are made, respectively, (a) by the committee on research fellowships, (b) on the advice of the committee on publications, or (c) on recommendation of the holders of Sterling professorships. Endowments for research in the humanistic studies date from a gift by Bishop Berkeley in 1732. The largest single endowment is the recent Sterling bequest of one million dollars, the income of half of which is devoted to fellowships in the humanistic studies.

Very few universities not included in the membership of the Association of American Universities report any important financial provision for humanistic or social research. An exception is the University of Cincinnati, which has a fund amounting to \$30,000 to \$35,000 annually and said to be "rapidly increasing." A newly-created standing committee on research, representing the Faculty of Social Science, at the University of Washington has been analyzing the research situation throughout the University and is expected to recommend the establishment of a fund which "will take care of research in an organized way." The universities of Texas, Utah, and Buffalo have each about \$5,000 a year. Others have from \$500 to \$2,000. But rather typical situations are those of (a) Nevada, which has \$50,000 a year for research in agriculture and a small amount for investigations in engineering, but no funds specially set aside for research in the humanities and social sciences, (b) Montana, which in

some years has nothing and in some years has a few hundred dollars, drawn from a special fund derived mainly from student fees, and (*c*) Tulane, Wyoming, and many others, which have no provisions at all.

In the endowed institutions, where research money is usually derived from gifts or other special funds, allotments to individual scholars are made, and the interests of research are in various ways served, by sundry committees or councils, e.g., the special committee that administers the Milton Fund at Harvard, the Heckscher Fund committee at Cornell, the Local Community Research Council at Chicago, and the committee on research fellowships at Yale. A few of these institutions, e.g., Pittsburgh, have a graduate council which serves as a research committee. But a general university committee on research is not commonly considered to be needed or practicable. "When, some time ago," writes President Goodnow, "it was proposed to organize such a committee [at Johns Hopkins] there was a good deal of objection on the part of members of the faculty who were engaged in research, and who did not wish to see anything in the way of machinery develop for that purpose, believing that they would be better off under existing conditions." A general research committee is, however, found at New York University, Columbia, and Stanford.

The state universities present a different aspect. Practically all of them—including several in which little or no financial provision for research is made—have either a research committee or a "graduate council" which, in addition to other functions, serves as such a committee. Almost invariably, the chairman of the committee or council is the dean of the graduate school, the remaining members being appointed by the president or chancellor (as at Ohio State, Wisconsin, Kansas, Utah, Oregon, Virginia, Georgia, Maryland), or elected by the faculty (as at Iowa), or selected by a committee on committees as at California. The committee receives and acts upon requests for grants from research funds, usually subject to approval of the president; and in most cases responsibility for stimulating and coördinating research work in the institution devolves mainly or entirely upon it. The first step in inaugurating a policy of systematic encouragement of research in an institution is usually the creation of a research committee—a step taken within the past year or two by at least two state universities, i.e., Washington and Georgia.

Coming to the matter of the distribution of research energy and resources, university authorities were asked to indicate (*i*) whether

research in the natural sciences receives relatively more support (by design or otherwise) than research in humanistic and social subjects and (2) whether the natural scientists, on the whole, show more zeal for research than the men in the humanities. It was recognized, of course, that in many instances these are matters of opinion rather than of demonstrated fact, and one will not be surprised by President Goodnow's reply that at Johns Hopkins it "would be difficult to say," or by President Lowell's statement that all departments at Harvard believe themselves most important from the point of view of research, "and not without reason," and his reply to the question as to whether the natural scientists show more zeal for research than the men in the humanities: "The latter do not think so."

A number of institutions gave negative answers to both questions. Among these are Columbia, Clark, Illinois, North Carolina, Michigan, Iowa, and Wisconsin. In the majority of cases, however, the natural sciences were reported as the more liberally supported, e.g., at Yale, Missouri, Chicago, Minnesota, Kansas, Virginia, Ohio State, Northwestern, Cornell, Pennsylvania, California, and Stanford; and in several of these instances the natural scientists were reported as showing greater interest in research than representatives of the humanistic and social fields.¹² Thus, Yale testifies that the departments of the natural sciences are "more active" and their members more interested in research, "except in a few instances," largely because the natural science departments get more financial assistance from foundations, and because "the problems in the natural sciences appear to be more definite and nearer at hand." Cornell considers that her natural scientists are, on the whole, more interested in research, for the probable reason that her natural science men "have had funds for research for many years." Pennsylvania thinks that her natural scientists receive relatively more support than the humanists because "the science departments make their requests for appropriations in a more definite

¹² The only institution which reports that the humanistic and social studies are receiving more support than the natural sciences is Clark University. "I suspect," writes President Atwood, "that we are somewhat unique in that the Board of Trustees decided some years ago to establish and develop a graduate school of geography, and in connection with that to give special attention to the development of studies in history and international relations. This has naturally led to growth in the department of economics. We, therefore, are giving special attention to the humanistic and social sciences. A large part of our work in geography must certainly be included in the field of the social sciences. That which is closely related to the physical sciences serves us as a foundation upon which to develop the fields of human geography that are now attracting our special attention."

and concrete form,"—that if the physicists and chemists are not more zealous, at all events they are "more definite." California reports that the natural scientists have received more because the humanists have asked for comparatively little. Stanford feels that the superior research zeal of the natural scientists is to be explained by (*a*) the new fields constantly opening up, attracting young men, (*b*) the deliberate conduct of academic work so as to favor research, and (*c*) the general lack of freshness in the humanistic and social branches ("too much scratching over old territory in the humanities"). Missouri attributes a similar situation to the fact that the natural scientists' work is more easily recognized, has more chance of publication, and is better organized. Minnesota finds the reasons to be, among others, "readier recognition, the stimulus of concrete problems with a scientific basis, more avenues of publication, and a greater willingness to coöperate and break down artificial departmental lines." Kansas reports that it is "somewhat of a tradition" there for natural scientists to be more active in research, and also that "the men are frequently younger." Ohio State considers that her natural scientists have been the more active in the past, but reports that during recent years "there has been a strong development of the research spirit among the men in the humanities." Similarly, Virginia testifies that, while the natural scientists still excel in research zeal, "interest and participation in research work among the social science faculty is markedly increasing."

Reports from universities which are not members of the American Association say, with few exceptions (e.g., Texas, Cincinnati, Buffalo, Georgia), that research in the natural sciences is the more liberally supported, and also, in most instances, that the natural science men are more enthusiastic about research.

With due allowance for the fact that in a majority of cases the reports represent the views of but a single university officer, and to a degree relate to things that must be matters of opinion, the testimony received (from some fifty universities on this point) forces the conclusion that research is more generously supported and more vigorously prosecuted in the physical and biological sciences than in the humanities. How much of the advantage in support is to be ascribed to the superior zeal of the workers, no man can say; and, conversely, how largely this superior zeal of the workers is stimulated and sustained by the assurance of something approaching adequate support. But, quite apart from this puzzling intermixture of cause and effect, the advantageous position of natural science research is to be ascribed

to perhaps five main circumstances or factors. The first is the undeniably imperative need of the natural scientist for costly laboratory equipment, including provision for assistance. This is a condition which university trustees, presidents, and deans (who in many cases are themselves natural science men), together with alumni and other potential benefactors, can see and appreciate. That fruitful work in the humanities, especially the social sciences, is equally conditioned upon equipment, of its kind—and upon field work too—is much less perfectly understood.

A second circumstance is that the natural science men have been more earnest and persistent in pushing their claims, both for allotments from regular university research funds and for subventions and other benefactions from outside. Closely related is the indubitable fact that, by and large, the natural science departments are more consciously interdependent than the humanities departments, better co-ordinated, and therefore in a stronger position when money or other forms of support are to be sought. This did not come about by chance. There was a time when the humanities, buttressed by long tradition, had the upper hand and the natural sciences, as newcomers, had to fight for any recognition and support whatsoever. To get anywhere, the biologists and physicists and chemists were compelled to make concerted effort—which they proceeded to do, with results that, if not wholly satisfactory to themselves, have carried them well past the humanists, who in the meantime have largely gone their various ways independently and are only today beginning to appreciate the necessity of conscious unity of aim and effort. University administrations are not yet accustomed to the same pressure from the humanists in behalf of research that they have long experienced from the natural scientists. In the case of the state universities, which, of course, make up a very considerable part of the picture, the peculiar obligation of furthering the technical, industrial, and agricultural interests of the state puts a premium on research work having an immediately practical bearing. In the main, this has meant research in the natural sciences, although it is beginning to be understood that economic, sociological, and political research may be no less practical, and even utilitarian, in its ends and adaptations. Back of all these considerations stands the fact that the great advances that man has made in America have been on lines opened up by the extensions and applications of natural science. Our national bent is still to that sort of thing; our heart is in it, and our support goes to it.

Some very potent reasons why the research spirit is more alive

among natural science men than among representatives of the humanities and social sciences are easily deduced from the situation just described. If others were to be sought they would be found—as returns from the university inquiry disclose—in (1) the readier recognition which research efforts and achievements meet in the natural-science fields; (2) the larger rewards, including the easy avenues for the research man from the university laboratory to lucrative and influential positions in the industrial and commercial world; (3) the superior opportunities for publication of the results of research, which of course ties up with the matter of quicker and surer recognition; (4) the more concrete and definite character of natural-science research projects, whether or not there is any inherent reason why this difference should exist; and (5) a somewhat intangible but generally recognized tradition that while it may be all well enough for a language man, or even a history man, to be merely a teacher, a natural science man must, if he is in a field at all, be somewhat of an investigator in that field.

Fundamental to the whole problem of research in the universities is, of course, the disposition of governing boards, and especially officers actively engaged in administration (presidents, deans, and others) to recognize, encourage, and reward original investigation by members of their faculties. With a view to more adequate information on the present state of things in this respect, a chief administrative authority in each of the universities was asked to report on the attitude in his institution as evidenced in a number of particular ways.¹³ These ways, or modes, with synopses of the replies received, are as follows:

1. *Adjusting the teaching load so as to allow time for research work.*

This is done frequently at Harvard, Yale, Columbia, Clark, California, Stanford, Johns Hopkins, Chicago, and Pennsylvania. At Minnesota, "rather large discretion" is given to departments "in freeing men primarily for research and graduate work." At Iowa every member of the staff is encouraged to undertake research, "with the understanding that as his research work develops he may reduce his teaching schedule." At Ohio State, "effort is made, but is not always as successful as desired." At Kansas, "men actively engaged in

¹³ The question was asked on general lines, not with reference to humanistic and social studies solely.

research are nearly always given a lighter teaching load; sometimes it is reduced by one-half." Wisconsin has "moderately liberal provisions." North Carolina is "gradually developing the policy." Missouri has not often made such concessions heretofore, but the principle is embodied in a program of research development now under consideration. At Cornell, "little such provision is made except for work in certain natural-science fields supported largely by state and federal funds." Illinois follows the principle that "the schedule of persons with the rank of instructor and above should have a fair amount of time left for research." Michigan's policy is, "on the whole, liberal." Texas has increased salaries of certain professors who, "it is understood, will teach only nine months during the year; but this policy has not yet been rigidly enforced." At Virginia "the authorities of the university are sympathetic and willing to adjust the teaching load of instructors so as to allow time for research work whenever they can be assured that the research work is a concrete definite project in the hands of a scholar capable of carrying it to completion."

2. Providing clerical assistance with a view to reducing the burden of professional routine.

Differing notions as to what types or amounts of assistance properly come within the scope of this question make it hazardous to generalize from the replies received, but it is evident that most university administrations at least think that they are dealing generously in this matter. In many instances, however, especially in the state universities, the assistance provided really does not extend beyond the right to share somewhat fortuitously in the services of a departmental stenographer or clerk. There is no sure guarantee, in any type of institution, that even a ripe scholar engaged in research of major importance will be provided with a full-time secretary; and in certain institutions which in most respects are exceptionally advanced in research work, e.g., Chicago, little provision of any sort has been made, especially in the humanistic and social fields.

3. Rewarding research in connection with promotions and increases of salary.

With varying degrees of emphasis, all institutions heard from on this subject say that ability and disposition to do research are taken into account in deciding upon advances both in rank and in salary. The matter seems to be specially stressed at Chicago ("this is the main basis for promotions and increases"), Clark, California, Stan-

ford, Columbia, Harvard, Virginia, Pennsylvania, Wisconsin, Minnesota, and Northwestern. In some instances, e.g., Missouri, the principle has only rather recently been definitely accepted; and at Yale and elsewhere it is reported to be adhered to in somewhat differing measure in different divisions of the university. "Practically," writes Dean Seashore of Iowa, "this is done, but we have to labor all of the time to make the staff feel that teaching is also recognized."

4. *Granting leave of absence with pay for purposes of research work.*

In most of the larger endowed institutions there are regular arrangements for sabbaticals (full year on half pay or half year on full pay), and in some of them, e.g., Yale, Harvard, Columbia, and Clark, special leaves of absence with part or full pay, outside of the sabbatical arrangement, are rather frequently granted to men engaged in important research work. Thus, at Chicago the policy is increasingly liberal, and men with important research projects under way are not infrequently released entirely from teaching and allowed to pursue their investigations, on full salary, in other parts of America or in foreign countries. A regular sabbatical system exists also at Michigan, Minnesota, Illinois, and California. A few of the other larger state universities have a system under which summer session teaching entitles a faculty member to time off with full pay, usually (as at Wisconsin) on the basis of one semester's absence for two summer sessions of six weeks each. Under this arrangement the opportunity to go off for research work has to be earned in part by extra service to the university. Nevertheless it is available for a large proportion of the staff; eighteen weeks' pay is sometimes given (regularly at Wisconsin) for twelve weeks' teaching; and if the door is not closed against occasional special leaves with pay in meritorious cases, the plan is probably about as liberal as can be expected in the majority of institutions maintained chiefly by public taxation.¹⁴ It must be noted, however, that many state universities have no arrangement of even this kind, leave of absence with pay being either entirely

¹⁴ The principal drawback, in actual operation, is that financial pressure compels (at all events induces) large numbers of the younger staff members to take immediate cash payment for their summer session teaching, and thus prevents them from accumulating credit toward leave. For such persons—who, speaking broadly, stand in the greatest need of the benefits—the system practically fails to function. Wisconsin is considering introducing a supplementary arrangement designed to correct this defect, as well as to remedy the unfairness arising from the inevitable lack of opportunity of some members of the staff to be employed, even intermittently, in summer sessions.

unknown, as at Texas and Kansas, or decidedly exceptional, as at Missouri.

5. *Maintaining research professorships.*

As employed in current university practice, "research professorship" is a term with many meanings. Theoretically, it denotes a member of the staff who is engaged exclusively in research, or who at all events does only a very limited amount of teaching, of an advanced character, on a purely individual basis or in seminars. Of research professors of this kind there are not many in the United States; and such as exist are almost entirely in the natural sciences.¹⁵ The term is, however, employed in different places to denote senior members of the staff whose teaching load has been considerably reduced with a view to research, or to members who, although doing the customary amount of teaching, are rewarded for their diligence in investigation by being dubbed "research professor," or even to men who, having reached the retiring age, simultaneously become "professor emeritus" and "research professor." There are always several research professorships, in the strict sense, at Columbia and Harvard. Virginia has five, three of them in the social field. Yale, California, and Chicago require from a considerable number of professors only a nominal amount of teaching, thereby to all intents and purposes recognizing them as research professors. Wisconsin, Minnesota, Iowa, and various other institutions have a very limited number of research professors. Other important universities such as Cornell, Michigan, and Illinois have none—at all events, none officially designated as such.

In the state universities there is some difference of opinion about the desirability of developing research professorships in the stricter sense. In most cases the attitude is favorable. But Missouri reports that the sentiment of its staff is "against them," and Dean Ford of Minnesota considers that "as a matter of policy and good administration this is a rather poor way of accomplishing the purpose and much more likely to break the morale of promising research men than to increase production in a selected handful." From a different type of institution (Stanford) the president writes of research professorships, "We do not ordinarily believe in them." On the other hand, the recent faculty commission on the graduate schools at Chicago warmly favors the plan.¹⁶

¹⁵ For example, three important research professorships established early in 1927 at Princeton are all in natural sciences, i.e., mathematics, physics, and chemistry.

¹⁶ It is interesting to note that sentiment among university teachers in Great

6. *Aiding faculty members in attending meetings of learned societies, etc.*

Attendance at such meetings may reasonably be expected not only to afford opportunity for giving the products of research a friendly but critical hearing, but to stimulate research interest and inspire research ideals. Whether, to what extent, and on what basis, a university should contribute toward the expenses of attendance are, however, questions to which no categorical answer can be given. Much depends on the salary scale; something, too, on geography. In summary, the practice of certain universities that have reported is as follows: (1) no provision is made at Harvard, Cornell, Chicago, Illinois, Minnesota, Wisconsin, Johns Hopkins, Iowa; (2) limited provision is found at Pennsylvania, Michigan, Columbia, Princeton, Texas, Ohio State, Missouri, Yale, Kansas, Wyoming, Pittsburgh, Kentucky, Louisville, Lehigh, Maryland, Utah, Cincinnati; (3) liberal provision prevails at Clark, Northwestern, Virginia, North Carolina, Washington (St. Louis), California, and Stanford. At the last-mentioned institution something like \$14,000 a year is spent for this purpose.¹⁷

7. *Systematically developing library resources with a view to research.*

University authorities were asked specifically whether the library is looked upon as the laboratory of the humanities and maintained as such with the same care as are the laboratories of the natural sciences. In many cases the question as put was not answered squarely; and there was evidence of a lingering notion that while costly equipment must be furnished the physicist and the chemist, the historian and the economist can get on without it. As a mere teacher or text-book writer, the humanist can, of course, get on in a fashion without extensive library resources. But as a research man he can go little farther without such resources than can the natural scientist if deprived of laboratory equipment and materials.

In general, reports from the larger universities indicate growing Britain is strongly opposed to research professorships as a matter of general policy. The feeling seems to be that if many appointments of the kind were made the arrangement would be found to have set up and exalted a caste within the university, and that the effect upon everybody concerned would be bad. *University Bulletin*, IV, 52 (Mar., 1925).

¹⁷ See report of an inquiry on the subject made by Swarthmore College, in *Bulletin of Amer. Assoc. of Univ. Professors*, VIII, 22-24 (Apr., 1922).

appreciation of the library needs of the humanistic and social sciences. Two-thirds of the institutions belonging to the Association of American Universities say positively that their policy is to develop their libraries with a view to research; and similar statements come from a number of other places. Thus Yale reports: "Though the university library is something more, it is maintained as a research laboratory in the humanistic studies—this has long been the policy." Minnesota says: "Our library policy is definitely devoted to library resources for research." Ohio State replies: "There is great interest in developing the library, and serious attention is given to its development with a view to research." Virginia reports that, while the library is still very imperfectly developed for research purposes it is being "more and more maintained with something of the same care as the laboratories of the natural sciences," and "all the emphasis of our library plans and development is on this line." And from Iowa comes the cheering news: "We are at the beginning of a new 'library era.' Very large plans are on foot for the development of the new type of workshop library, which may mark a new epoch in methods of education and research."

The situation in most state universities and other institutions of similar rank is, however, less happy, and in a good many instances deplorable. The reasons are easily discovered. Inadequate appreciation by both administrative and library authorities of what humanistic and social research is and what it requires, chronic shortage of funds, and the absorption of such energies and resources as are devoted to the library by the routine needs of ever-growing undergraduate classes appear prominently among them. The picture is relieved somewhat by occasional arrangements under which an individual professor who has developed a strong interest in a particular subject is gradually fitted out with substantial collections on that subject; and in many institutions in which resources are palpably inadequate for the building of a research library on general lines this is a highly gratifying, and the only practicable, development. Usually, however, a man has a long wait before his collections assume much magnitude; few men ever really get them; and there is a strong tendency on the part of university administrators to salve their consciences with a few such cases and make no real effort toward the enrichment of research resources generally.¹⁸

¹⁸ The subject of libraries in relation to research is considered more fully at a later point. See Chap. XVI.

8. *Stimulating the view that research is a necessary part of a professor's work.*

Conceding at once that not all members of university faculties are fitted to do research work of any substantial character, and that accordingly some ought not to be encouraged to undertake it, the assumption remains that the majority are capable of fruitful, even if limited, investigation in properly chosen fields, and also more or less bent upon engaging in it. It therefore becomes pertinent to inquire whether, in their relations with faculty members, trustees and administrators seek in a positive way to cultivate the notion that professors, by and large, ought to bracket research with teaching in their scheme of intellectual life. The most substantial, and doubtless the most effective, forms of encouragement are those (already noted) having to do with financial aid, teaching load, clerical assistance, promotions, and library policy. Nevertheless it is heartening to the hard-pressed research worker to hear words of appreciation from the administrative authorities, even as it is wholesome for the laggard to be reminded of his opportunities and obligations. Such stimulation is reported to be applied consistently at Harvard, Yale, Columbia, Clark, Chicago, Johns Hopkins, Stanford, Pennsylvania, and other institutions; in all of these cases, indeed, ability and disposition to do research enter very prominently into the reasons for first bringing a man into the faculty. In the state universities conditions vary. Minnesota reports that everything is being done (i.e., to cause research to be regarded as an essential part of a professor's work) that can reasonably be attempted; Michigan, that "in general, the view prevails"; Illinois, that the view is stimulated by the advancement of research workers in rank and salary; California, that the idea is taken for granted and "so well understood that it needs no further stimulation"; Ohio State, that "any professor who does not do a fair amount of research work feels himself called upon to explain why"; Virginia, Kansas, Kentucky, Utah, that constant effort is made to impress the idea on the members of the faculty; Wisconsin, that the idea is freely supported by word of mouth, but not as liberally worked out in practice as it should be; Missouri, that the committee on university studies is propagating the idea "with some success this year"; Wyoming, that the thing is done only in relation to the physical and biological sciences; Cornell, Indiana, Washington, and many other institutions are silent on the subject.

The fact ought not to go unmentioned that the administrative au-

thorities in a number of institutions hitherto less distinguished than others for research are giving prominence in their programs of development to the interests of productive scholarship. This is notably true at New York University, where Dean Marshall S. Brown asserts that "one of the next great steps in the forward movement of the University must be a material strengthening in the field of productive scholarship of a high order," and where Chancellor Elmer Ellsworth Brown has since 1922 been urging that the next great advance that "we are called to make" lies in the direction of "scientific research."¹⁹ The need of developing research activities has lately been emphasized also by the presidents of the universities of Oregon and Oklahoma.

¹⁹ *New York University, Report of the Chancellor, 1921-1922*, pp. 15-22, and especially *ibid.*, 1925-1926, pp. 5-22, 30-34, where will be found a suggestive discussion of the obligations of universities as to both research and teaching.

CHAPTER IV

SIGNIFICANT DEVELOPMENTS IN CERTAIN UNIVERSITIES

SUPPLEMENTARY to the outline presented in the foregoing chapter, notice may appropriately be taken of the position and outlook of humanistic and social research in a few individual universities. The institutions selected for comment are Chicago, Columbia, Harvard, Johns Hopkins, North Carolina, Princeton, and Yale—not because they are necessarily to be regarded as in advance of all others in research interest and achievement, but simply because each seems to present features or experiences which, on one ground or another, are of particular significance. From the viewpoint merely of research emphasis and output in general, California, Cornell, Clark, Illinois, Michigan, Minnesota, Pennsylvania, Stanford, Wisconsin, and perhaps a few other institutions would have strong claim to be included in the list.

1. *University of Chicago.*

President Harper had a very definite conception of a great university as composed primarily of men each of whom is engaged, in his own field of labor, in extending and deepening the accumulated fund of human knowledge. Both in his own day and since, this ideal has been steadily adhered to, with the result that there is probably no American university in which the spirit and atmosphere of research are more in evidence than at Chicago. Trustees, presidents, deans, and professors have consistently given first place to productive scholarship in the purposes and policies of the University;¹ and in 1924, when President Burton asked the University Senate to declare itself on the future policy of the institution, the unhesitating response was a resolution affirming that the University "would perform its highest service by continuing and developing its historic policy of laying the

¹For example, Dean Gale, of the Ogden Graduate School of Science, said in his annual report to the president for 1921-22: "All true friends of the University of Chicago, and especially those who have watched it from the beginning, agree that its chief function as an institution of learning is to foster the most profound scholarship and the most advanced types of research."

chief emphasis upon the encouragement of research and graduate work in the various fields of knowledge."

More recently, a large and representative faculty committee appointed by President Burton to make an intensive study of the status, problems, and possibilities of the graduate schools of the University has submitted a report stressing the peculiar opportunity and obligation of the institution to pursue knowledge for its own sake rather than with reference to its practical applications, and, in the spirit of the Senate's resolution, making suggestions and outlining plans for the further development of what is emphatically asserted to be the prime function of the University, i.e., advanced teaching and research.² On the side of teaching, it is urged that the Junior College be put on a separate budget and confined to students of serious purpose, that the Senior College "be organized in the closest relation to the graduate and professional schools," and that graduate courses "be organized primarily for the purpose of fostering research." On the side of research, the outstanding recommendation is that provision be made for research institutes, "which will render it possible—as the demands of investigation dictate—to provide members of the University faculties and other competent scholars with the maintenance and equipment necessary for concentration on original investigation." These institutes would cut across departmental lines, marshalling a number of departments or parts of departments for frontal attacks on large projects of investigation requiring the concerted effort of scholars of widely differing interests and aptitudes.

The idea of such coöperative institutes within the University was formally endorsed by the Senate in 1922, and two full formed units of the kind are today in existence, i.e., the Yerkes Observatory and the Oriental Institute. The recent commission suggests a list of seven other institutes which it considers highly desirable (and for which preliminary plans have now been prepared), one of them devoted to language and literature and another to the social sciences. The point is made that, notwithstanding the rather exceptional emphasis on research in this university, the statutes defining the duties of members of the faculties deal explicitly with matters of instruction, leaving research to individual initiative, and that, as at present administered, university funds "pay for majors delivered," while research "has little or no official standing." The commission recommends a broadening of policy, so that "research may in certain cases be officially

² Report of the Commission on the Graduate Schools of the University of Chicago (Final Revision, October 26, 1925).

recognized as the major duty and teaching as voluntary or subordinate." It considers the research institute a very promising means of setting up a proper parity between research and teaching, as an almost indispensable agency for unifying and correlating research programs, and as a device by which research workers in the University can secure the advantages accruing to those in independent research institutions without incurring the disadvantages under which the latter are considered to labor.

In point of fact, several departments, or interdepartmental organizations, now have in hand research undertakings which would be amply ambitious for a separate and well-equipped research institute. Thus the Commonwealth Fund is supporting three major researches in the field of education; the Laura Spelman Rockefeller Memorial Foundation is aiding a wide range of studies in the social sciences, carried on under the general supervision of the Social Science Group Conference,³ and specially directed by the Conference's Local Community Research Committee (See p. 171); and numerous important investigations in language and literature are in progress, supported mainly by the University itself.

The University further contributes to research by subsidizing several scholarly journals published by the University of Chicago Press. The amount expended in this way approximates \$20,000 a year. These journals serve, of course, as publishing media for scholars everywhere. The University has also lately come into possession of a fund which is available for the publication of research books.

Finally may be mentioned the campaign begun by President Burton in 1924 for a prompt increase of the University's resources by \$17,500,000, of which the sum of \$6,000,000 was to be devoted to permanent endowment of instruction and research. President Burton stated at the time that within fifteen years the needs of the University would require total added funds amounting to \$54,000,000, which would mean practically a doubling of present endowment and physical plant. Although the effort thus launched was interrupted by President Burton's death in 1925, gifts totaling somewhat over \$10,000,000 toward specific items in the program have been received, together with gifts for other purposes totaling nearly the same amount. Under the leadership of President Mason, a permanent organization has been set up to bring to the attention of persons desirous of turning funds

³ Composed of all members of the instructional staffs of the departments of philosophy, history, economics, political science, sociology, anthropology, and social service administration.

to the service of humanity the opportunities which exist at the University for the effective use of such funds in the advancement of human knowledge.

2. *Columbia University.*

As at Chicago, much emphasis is placed at Columbia upon productive scholarship, in conformity with President Butler's observation that it is "a chief function of a university to seek out scholarship, to advance scholarship, to reward scholarship."⁴ And, again as at Chicago, an uppermost problem within the past two or three years has been that of the most effective form of organization within the University for research purposes. In the report just quoted, President Butler called attention to the exceptional adequacy with which the Faculty of Political Science, a generation ago, gave expression to then existing interest in the social sciences, and to the extraordinary multiplication and ramifications of these sciences in later days, accompanied by the rise of all manner of institutes, bureaus, and other organizations having to do with research or teaching, or both, resulting in manifest inadequacy of existing University machinery for the tasks imposed in this ever-widening domain. There had been brought into view, he said, "a new and definite problem which Columbia University should undertake to solve without delay,"⁵ and he called for the formulation of a constructive policy which the institution would be "prepared to adopt and to follow to its logical conclusion." The Faculty of Political Science, the School of Business, the School of Medicine, Teachers College, and extra-university organizations in New York, such as the Institute of Public Administration and the School for Social Work, were indicated as some of the materials out of which the new policy might be built. And the policy itself was envisaged as relating to both research and instruction. On the research side it should aim, in summary, at the development of "a single compact group, under one administrative oversight and control, to plan and execute researches in current economic, legislative, municipal, political, and social problems, and to put their services at the disposal of private and public groups, as well as agencies of government, when desired."

Various aspects of this problem had been under informal consideration in the University for a number of years, and the president's observations (formulated in part as a result of a conference on the

⁴ *Annual Report*, 1923, p. 10.

⁵ *Ibid.*, 14.

social sciences held at his house) proved prophetic of some important practical developments. In February, 1925, resolutions were adopted by the University Council creating a Council for Research in the Social Sciences (See p. 172), consisting of fourteen members of the faculty, and charged with the duty of furthering coöperative research in the social sciences and assisting to the extent of its ability the researches of individuals and groups. This Council, with Dean Frederick J. E. Woodbridge as chairman, has for more than two years been active in securing and allotting funds for the aid of social research and in coöordinating, in various ways the research work of individuals and departments concerned. During its first year it administered research moneys, supplied in part by the University and in part by the Laura Spelman Rockefeller Memorial Foundation, in excess of \$100,000.

Another proposal of President Butler in his 1923 report was the establishment at Columbia of a great research institute or other organization for investigation of, instruction in, and the spread of public information concerning "the fundamental problem of the land," not only in this country but in other countries as well—an organization that would integrate, correlate, and guide the researches in aspects of rural life at present carried on by the various agricultural colleges and the government departments of agriculture in the nation and the several states.⁶ For some years it did not prove practicable to follow up this idea, but in the spring of 1927 the plan was actively revived and an important conference of agricultural leaders and experts was held to give it impetus and to help determine the direction it should take. President Butler's own point of view concerning the institute was farther indicated by his statement that "it is obvious that the modern democratic state must find a way to keep the needful proportion of the population upon the land, to maintain the quality of the rural population in comparison with other groups, and to provide that population with the resources and satisfactions of modern civilization."⁷ Following the conference, it was announced that later in the year a public appeal would be made for funds with which to organize and maintain the proposed institute.

"Fortunately," says President Butler in a rather recent annual report, "at Columbia University the spirit of research is everywhere

⁶ *Annual Report, 1923*, pp. 15-16.

⁷ The work of the Institute of Land Economics and Public Utilities at Northwestern University (See p. 188) is recognized as highly useful, but is not regarded as meeting, or likely to meet, the need of information in this vast field.

active and persistent. The annual budget of the University makes specific appropriation of a substantial sum which is apportioned for support of those undertakings which at the moment seem most promising or most likely to be pushed to a successful conclusion. In each one of the University's scores of laboratories there is either an individual or a group working on some problem which, if solved, would add something, however small, to the knowledge and understanding of men. The University libraries are the research laboratory of all the departments, and there are to be found, week in and week out, eager and patient workers in some one of a hundred different parts of the field of human knowledge. In this way and by the publication of the results of these studies, the University justifies itself and makes its large volume of contribution to the knowledge, the understanding, and the satisfaction of men.”⁸

A significant measure of what is being accomplished is supplied by the publications of members of the faculty, conveniently listed in the “Annual Bibliography” issued by the University. The Columbia University Press offers a ready outlet for meritorious books; and many well-known series of studies are maintained by the University, among them (in the humanistic and social field) those in classical philology, in English and comparative literature, in Romance philology and literature, in Slavonic subjects, in history, economics, and public law, in philosophy, and in psychology. In addition may be mentioned the *Political Science Quarterly*, the *Romanic Review*, and the *Journal of Philosophy*, which are edited and published at the University.

The policy of stimulating research in various departments was further evidenced by announcement in April, 1926, of the appointment of five new professors, selected mainly with research work in view—including one in economics, one in statistics, and one in Oriental languages.

3. Harvard University.

The administration of President Eliot, which saw notable experiments in undergraduate education, the rise of graduate instruction on a considerable scale, and the building of high-grade professional schools, also brought the spirit of research to a level from which it has increasingly dominated the University in the past two decades. During this later period facilities for research have been greatly improved and special financial support has been increased from an insignificant figure to several hundred thousand dollars a year. The

* *Annual Report of the President, 1925*, p. 38.

most notable addition to general facilities has been the Widener Memorial Library, providing as satisfactory physical arrangements for research work as are to be found in America, and growing so rapidly in number of volumes and general wealth of content that it is surpassed by only two libraries in the world, and in certain fields by none. Increased financial assistance to research has come through many channels, but chiefly as benefactions by alumni and other friends.

A most important resource available throughout the University is the Milton Fund, amounting to one million dollars, and enabling grants in aid of research (in all fields) to be made each year to an aggregate sum of about \$50,000. This money was bequeathed to the University in 1923 by Mr. William F. Milton, of the class of 1858, under such terms as to fulfil President's Lowell's dream of a mobile research fund, not mortgaged to any one department or purpose. The fund is administered by the Corporation of the University, with the advice of a special committee, whose recommendations have regularly been accepted in full. In 1927-28 aid from this source was given to twenty-four members of the faculties, including four in language and literature, two in history, and one each in law, social ethics, and philosophy.⁹

There are, in addition, several funds for the aid of research in particular humanistic and social fields. One is a grant of \$50,000 a year for five years by the Laura Spelman Rockefeller Memorial Foundation for the work of the Bureau of International Research (See p. 213). Another is a sum of \$2,500 out of which is maintained the Bureau of Municipal Research (See p. 217). Still others are attached to the Graduate School of Business Administration, including the Bureau of Business Research (See p. 199), to which Mr. George F. Baker in 1924 gave \$5,000,000, and in 1927 an additional \$1,000,000, for the erection of buildings (including a research laboratory) and the endowment of research. An anonymous gift of \$81,250 to the Business School for research purposes was announced by President Lowell at the commencement of 1926;¹⁰ and at the com-

⁹ The full list of men and projects was published in *School and Society*, XXV, 349-351 (Mar. 19, 1927).

¹⁰ Justifying business as a subject of research and advanced instruction in universities, President Lowell pointed out in a recent report that the conduct of business is the basic matter with which economics is concerned, reminded doubters that all new subjects are looked at askance at first, and remarked that "it is dangerous to set a rigid bound to what may or may not become a subject of scholarly research." *Official Register of Harvard University*, XXII, 18-19 (Feb., 1925).

mencement of 1927 a still more notable announcement was made to the effect that Mr. William Zeigler, Jr., of New York, had given \$1,000,000 for a William Zeigler Memorial Endowment to finance teaching and research in international relations. Not to be overlooked, too, is the \$10,000 a year provided by the Studebaker Corporation for the Bureau of Street Traffic Research, moved to Harvard from Los Angeles in 1926 (See p. 219).

The growth of facilities thus outlined is gratifying, but there is, as President Lowell urges, need of still larger resources for research in several fields, including endowments that can be used to give professors more free time in which to avail themselves of the opportunities constantly opening for productive work.¹¹

Especially noteworthy is the campaign completed in June, 1927, to raise a fund for endowment of legal research and general endowment in the Law School. The project of the campaign called for endowment for research to the amount of \$2,200,000; and the General Education Board contributed \$750,000, on condition that the remainder of this part of the program be realized from other sources. The sum of \$2,225,000 was subscribed, and a large part has now been paid in. The object is stated to be "to make adequate provision for sustained, continuous, scientific study of the law and its development so as to meet the changing needs of society," and, in the words of Dean Pound, to "make a fundamental contribution to the upholding and development of justice through American institutions."

Another recent event of interest in connection with the research situation at Harvard is the adoption, early in 1927, of a system under which the teaching burden of faculty members of all grades promises to be appreciably reduced. By action of the Corporation and Board of Overseers (approving a report presented by the Faculty of Arts and Sciences), any department may discontinue lectures and other classroom exercises for the two and one-half weeks between the Christmas recess and the mid-year examination period and for a period of approximately three and one-half weeks prior to the final examinations in June.¹² Members of departments which avail themselves of this privilege will be expected to remain in residence unless officially excused; but for six weeks out of the academic year they will be far freer to engage in writing and research than they have

¹¹ Cf. observations of Dean Charles H. Haskins in *Official Register of Harvard University*, XXII, 70 (Feb., 1925).

¹² The privilege does not apply to elementary courses, including all courses open to freshmen.

been hitherto. Relief of teachers is, indeed, bracketed with liberation of students from a minute and continuous supervision of their studies as one of the two objects of the innovation.

4. *Johns Hopkins University.*

When, in 1875, this University was founded, the trustees took the novel step of deciding to devote the institution's resources principally to graduate education, to research, and to the training of research workers. Enlargement of the boundaries of knowledge was the supreme mission which the young university held before faculty and students alike, and full opportunity was given both to have a part in its realization.¹³ It would be a waste of words to dwell on the success with which this venture was attended, as evidenced by the direct contributions to learning made by members of the University during these fifty years, the number of Hopkins-trained men and women to be found in the faculties of other universities,¹⁴ and the stimulus given older and larger institutions to make more adequate provision for graduate instruction and for research.

Pressure from increase of the student body (undergraduate as well as graduate) and expansion of the range and variety of instruction—which has so markedly affected American universities of all types—deflected even the Johns Hopkins University somewhat from its earlier course, and about the time when (in 1914) President Goodnow came to the headship of the institution the trend seemed to be in the direction of converting the University—by accepting more aid from and tying up more definitely with the state of Maryland—into something like a state university of the well-known Middle Western type.

President Goodnow turned developments in a different direction, preserving the unique character of the institution and leaving the way clear for a state university—the present University of Maryland—to occupy so much of the usual field of such institutions as it desired.¹⁵

¹³ D. C. Gilman, *The Launching of a University* (N. Y., 1906), Chaps. iii-iv. "Research was not recognized in America as one of the dominant concerns of higher education until the flag was nailed to the mast on the opening of Johns Hopkins University in 1876. Then for the first time an entire group of men were called to professorships because they were distinguished or promising contributors to knowledge—Gildersleeve in Greek, Sylvester in mathematics, Rowland in physics, Remsen in chemistry, Newell Martin in biology, Haupt in Hebrew, Bloomfield in Sanscrit, Herbert Adams in history and institutions." Abraham Flexner, in *Atlantic Monthly*, CXXXVI, 582 (Oct., 1925).

¹⁴ A total of 985 in 1924.

¹⁵ With increased aid from the state, the Johns Hopkins University did,

And the academic world was interested to hear, at the beginning of 1925, that plans were maturing for a drastic reorganization aimed at bringing the Johns Hopkins University back essentially to its original viewpoint and purpose. Definite proposals, applicable to the Philosophical Faculty, were outlined to the trustees by the president in January and March of the year mentioned, and on January 5, 1926, they were ordered to be spread upon the minutes. In brief, they look to (1) the eventual discontinuance at Baltimore of courses ordinarily given for freshmen and sophomores in the American college and university; (2) the conferring of only the degrees of M.A. and Ph.D. (normally, at the end of three and four years of work, respectively, built upon two years of undergraduate study in some other institution), and (3) the fixing of specific requirements for admission by the professors in charge of each particular subject. In this way, it is believed, a homogeneous group of students will be obtained—all looking forward to intensive study and research, and able to start their investigations at an age more susceptible to enthusiasm and curiosity than under the standardized system prevalent in this country—while at the same time an environment will be created which will leave the professors greater freedom to conduct their own investigations. Under these arrangements Johns Hopkins would be brought into a position broadly similar to that of the universities of Europe, where entering students have had, in the *gymnasium* or *lycée*, the instruction usually received in America in the freshman and sophomore years. The trustees of the University are committed to the plan, and the reorganization is expected to proceed as rapidly as the necessary increase of endowment can be obtained. President Goodnow estimates that six million dollars will eventually be required.¹⁸ Meanwhile it has been announced that the experiment of admitting nineteen students for advanced study after only two years of college work has been successful, and that the institution has already been so far reorganized that, beginning in October, 1927, there is now a sharp cleavage between a college limited to two years of elementary work and a university confined to advanced work beginning after two years of elementary study. There is unquestionably room in America for at least one university of the proposed sort, and the prospect of its

however, organize an engineering college which has become an integral part of the institution and is devoting itself to advanced work in engineering, as well as to carrying on the ordinary types of undergraduate engineering instruction.

¹⁸ With a view to releasing present endowment to a somewhat greater extent for the promotion of graduate teaching and research, the University announced an increase in tuition fees, beginning with the fall term of 1926.

establishment—or revival—is one of the best guarantees of the future of scholarship that we have.¹⁷

Of special interest to workers in the humanistic and social fields is a plan brought forward as long ago as 1910 to develop a graduate school of jurisprudence. Realization of the idea remains problematical; but Professor Walter W. Cook, of Yale University, was charged, while serving at Hopkins as visiting professor of jurisprudence in 1926-27, with working out a project. The proposed school would have nothing directly to do with training men for admission to the bar or giving them the ordinary sorts of equipment for the practice of their profession, but would devote its energies entirely to legal research, dealing with the history and philosophy of the law, comparisons of different forms of law, and concepts of law in their bearings upon the problems of modern life. If carried out, the plan—in conjunction with other projected developments—will go far toward making Baltimore as notable a center of research in the humanities as it now is in medicine.

Of almost equal interest is the arrangement between the Walter Hines Page Memorial Association and the Johns Hopkins University whereby the latter is to become the home of the Page School of International Relations. Of the million dollars¹⁸ which the American people have been asked to contribute for the founding of this special school, \$400,000 had been obtained by July, 1926; and it is expected that the school will be opened in 1928. Research in historical, economic, political, ethnological, geographical, and military aspects of international relations is to be a major purpose of the institution, and a considerable staff of workers will be brought together for the purpose, in addition to the holders of regular professorial chairs.

In connection with the fiftieth anniversary of the founding of the University, a "Half-Century Committee" was instrumental in raising new endowment funds amounting to over seven millions. The

¹⁷ "It is a distinct move—the first distinct move—in the right direction. Should the experiment succeed, it will be a godsend to serious students, who will be enabled to work out their own salvation, free from all the academic red-tape which a graduate school partially identified with a college cannot, perhaps, help employing; and it will be a paradise for creative scholars and scientists who—still teachers, to be sure—will be free of all parental responsibility for their students." Abraham Flexner, in *Atlantic Monthly*, as cited, p. 540. Similar developments are in prospect at Stanford University. *School and Society*, XXIV, 510 (Oct. 23, 1926; XXVI, 558 (Oct. 29, 1927).

¹⁸ It is hoped and expected that this amount will eventually be considerably exceeded.

greater part of this money goes, however, to the Medical School, the School of Public Health, and the Hospital.

5. *University of North Carolina.*

Although the first American university, i.e., Johns Hopkins, to devote itself primarily to advanced teaching and research is south of the Mason and Dixon line, research has, in general, been backward in the South as a section, for reasons that have to do mainly with the relative poverty of the southern states and people in the decades since the Civil War. Of late, however, there have been evidences of a stirring of interest, and reports of various activities and projects have attracted the attention of scholars in other sections. An all-southern conference on research in social subjects, held at Chapel Hill in 1925, and followed by another at Charlottesville in 1926 and one at New Orleans in 1927, gave opportunity for a review of investigations in progress, a discussion of opportunities and needs, and contacts with some of the more notable research developments in the country at large. By common agreement, the inspiration of these significant meetings, as well as the leadership in the new research movement in the South, is traceable to one institution, and to certain men and women in it, namely, the University of North Carolina. The explanation of this leadership seems to lie in an unusually keen appreciation of the possibilities of service to the people of the state, in the presence in the faculty of many vigorous, ambitious, and productive scholars, and in liberal support of research interests by the administrative authorities, facilitated, no doubt, by the notable economic and industrial development which the state has of late experienced.

More specifically, North Carolina calls for special mention as a center of humanistic and social research because (1) it has deliberately created an atmosphere on its own campus which is a challenge to research, stimulating it in many ways, among them by devoting yearly a hundred-page issue of the *University Record* to a survey, by departments, of research in progress; (2) it has launched and in part carried out a series of local surveys in rural social economics probably as well-conceived and fruitful as anything of the kind undertaken anywhere else in the world; (3) it has brought into existence an Institute for Research in Social Science (See p. 173) which is well financed and capable of carrying out important projects; (4) it has supplied the impetus for the conferences, already mentioned, out of which may eventually arise a Southern Social Science Research

Council; and (5) it makes liberal provision for publication of the products of research, has founded the University of North Carolina Press, and carries the burden of one of the principal scholarly journals in the social field, i.e., *Social Forces*.

6. Princeton University.

"Our Graduate School," said President Hibben in his report for 1924-25, "has experienced a rapid growth since the war and presents now an opportunity which we dare not ignore—the opportunity of stimulating and enlarging the scope of its research work by providing increased facilities and equipment for our professors and graduate students and securing additional instructors equipped by native talent, disposition, and experience for research work; also by the founding of new fellowships in research that will be available for our graduate students so that we may attract to the Graduate School men of marked ability and promise."¹⁹ Elsewhere in this report the president says that "with very limited endowment for research in the past the scientific departments of the University have already attained high standing among those in this country, and there is at present among our faculty and graduate students great research activity." "We possess," he concludes, "at Princeton the tradition of research." All of the illustrations which he cites are drawn from the natural sciences, and it is evident that when writing he was thinking mainly of them; indeed he speaks specifically of the growing enthusiasm for research in the laboratories of physics, chemistry, and biology, and in mathematics and astronomy—with no word for the humanities. Scholars know of much excellent research work that has been done at Princeton in the humanistic and social fields. They also know that President Hibben is not unappreciative of the value of this work. They are, however, not altogether surprised to hear that the current active campaign for an endowment fund of three million dollars for the aid of research (to which the General Education Board has made a conditional contribution of one million) has as its objective the assistance of research and advanced teaching in the physical and biological sciences only. This money, and more, can be used to distinct advantage for the purposes for which it is sought. But the many first-rate scholars at Princeton in humanistic and social fields stand in need of similar aid and encouragement; and mention of the recent emphasis in that institution upon physical and biological research is made only to illustrate a trend or tendency which threatens, both there and the

¹⁹ *Official Register*, XVII, 8 (Oct., 1925).

country over, to relegate the human sciences to an even more disadvantageous position than that in which they are at present found.²⁰

However, Princeton has in hand a very much larger project than the raising of three millions for physical and biological research. A "Princeton Program" has been drawn up, embracing all the needs of the University that can be foreseen for the next twenty years, a "Princeton Fund" has been organized as a collecting agency, and a goal of twenty million dollars has been set as promising to meet all anticipated needs, over and above existing resources, on a basis of thirteen millions for endowment and seven millions for buildings. Up to November, 1927, a total of almost seven millions was pledged toward the desired amount.

The very thorough survey on which the estimates of needs during the coming twenty years were based covered all departments of the University, and of course looked to proper development of the humanities as well as of the natural sciences. From all quarters came emphasis upon the need (1) for relief of the best graduate teachers and investigators from other duties, (2) for increased publication facilities, and (3) for greatly enriched library resources; while the department of classics specially emphasized the need for a classical museum and for more provision for foreign travel, and the department of history for a research fund of fifty thousand dollars in Southern history.²¹

7. *Yale University.*

The most significant fact in the development of the Graduate School in the past ten years has been the extension of its work throughout the University. Although the Graduate School is a distinct division of the University, with its own dean and board of permanent officers, its own budget, and to an increasing extent its own corps of professors, its work has been coördinated with the studies of the two undergraduate schools (Yale College and the Sheffield Scientific School) and with the research of the professional schools (very closely with Religion and Medicine), so that the full educa-

²⁰ It is the experience of Princeton that money can be found for research professorships in the natural sciences far more readily than in the humanities. Such professorships have recently been established in astronomy, physics, chemistry, biology, and mathematics. A research professorship of economics has, also, however, been provided for.

²¹ An anonymous gift received in 1927 will enable the University to train and support two graduate students in Southern history, thus making a small beginning upon the program in mind.

tional and scientific resources of the University may be made available for advanced instruction and investigation.²² The number of endowed professorships—all having in view research as well as advanced instruction—has been considerably increased, especially by gifts from the estate of Mr. John W. Sterling. The Sterling Memorial Library, now under construction, will be one of the most commodious and best arranged in the country and is expected to put the humanistic and social sciences on an equal footing with the laboratory sciences so far as equipment is concerned, the more by reason of the fact that it will house many notable and unique collections, especially in history, economics, philology, and literature. The remaining needs most stressed by those having special responsibility for the interests of productive scholarship are a general endowment for research and publication and a local habitation for the Graduate School.²³

There are no special research institutes or bureaus wholly within the fields covered in the present survey. Two organizations of the kind, however, are somewhat related to certain of these fields. One is the Bishop Museum, at Honolulu, Hawaii, devoted to the study of the Pacific basin, mainly in its geographical, geological, and biological aspects, but with attention also to anthropology and even social and economic conditions. Under an agreement entered into in 1920 and later expanded, Yale provides the director of the Museum, cooperates in its scientific expeditions, and utilizes it as a principal medium for research effort in the fields of its activity. The other organization of present interest is the Institute of Psychology, established in 1924 with the aid of a grant by the Laura Spelman Rockefeller Memorial Foundation. The purpose of the Institute is "to promote psycho-biological and anthropological research, with reference to the problems of human behavior, and offer opportunities for professional training in psychology and the related aspects of anthropology." Though a separate organization, with its own governing board and its own staff of research professors and assistants, it is affiliated with the Graduate School and, for purposes of that school,

²² Dean W. L. Cross, in *Report of the President of Yale University, 1922-23*, p. 236.

²³ A campaign for an increase of general university endowment by twenty million dollars has been in progress, and in the early autumn of 1927 all but about two and a quarter millions of the sum had been secured in gifts and pledges. This money is earmarked mainly for increase of salaries and enrichment of library collections—both vitally related to research, even though research is not to be the direct, or immediate, beneficiary.

may be regarded as an extension of the department of philosophy and psychology.

Finally must be mentioned the special facilities enjoyed by the University for studies in the broad field of transportation. These arise from a bequest of the late Lord Strathcona and Mount Royal, yielding an income of upwards of \$30,000 a year for professorships, fellowships, and the expenses of research work in this field. A special faculty committee, with Professor Winthrop M. Daniels as chairman, was appointed early in 1925 to make a preliminary survey of the field, with a view to ascertaining what kinds of investigations can most profitably be undertaken and how transportation research at Yale can best be linked up with studies launched or contemplated elsewhere. The report of this committee, submitted in September, 1926, is a document not only interesting to students of transportation but suggestive to all scholars who are concerned about the better correlation of research on a national, and even an international, basis.

CHAPTER V

RESEARCH NEEDS IN THE UNIVERSITIES

FOREIGN scholars, particularly since the World War, look with mingled admiration and envy upon what they conceive to be the general interest in and lavish support of research in universities in the United States.¹ And it cannot be denied that the situation as outlined in the foregoing pages compares very favorably with that existing in the universities of the non-American countries (even before the war), and with that in our own country fifty, or even twenty-five, years ago. Funds set apart for the support of university research have grown from practically nothing to several millions of dollars a year; councils, bureaus, institutes, and other intra-university organizations having to do exclusively with the encouragement and management of research have sprung up in scores of institutions; annual reports of university presidents and deans, proceedings of learned societies directed primarily by university professors, and sundry other pronouncements of academic origin urge the importance of research, discuss its problems, and glorify its results; more members of college and university faculties—not only absolutely, but relatively—are engaged in some kind of investigative work today than in any earlier time.

Facts like these lend the picture an enticing aspect, especially from a post-war European view-point. But every American scholar knows that they do not tell the whole story—that, for example, they make no disclosure of the shocking indifference toward pure learning which prevails in many academic communities, of the pitiful inadequacy of the pecuniary and other support given research in most colleges and in numerous so-called universities, of the harassing circumstances under which many a university man achieves results that would still be creditable if his “academic leisure” were a

¹ “Perhaps the most striking feature of American universities, as viewed by a British visitor, is the prevalence of research, and the lavish provisions made for its prosecution. It extends into every branch of university work. . . . It is discouraging to compare British outlay with American outlay upon research in universities.” J. Joly (of the University of Dublin), in *Proceedings of the Second Congress of the Universities of the (British) Empire* (London, 1921), 358, 360.

reality instead of an ironic fiction. Furthermore, every worker in the humanistic and social fields suspects—and if he is acquainted with the facts, he knows—that the “lavish” support which the foreign scholar admires and envies goes predominantly to the physical and biological sciences, even though one must add in the same breath that these disciplines, too, are still very insufficiently provided for. Every competent observer is aware that the record of American research in the humanities, while on the whole honorable, and at some points even remarkable, represents only modest beginnings upon a task that stretches out interminably ahead. And he could, quite possibly, testify from experience to some of the impediments that hold the stream of creative effort to its present sluggish course.

OBSTACLES TO RESEARCH

If, on the basis of the information and opinions brought together in connection with the present survey, one were to attempt a summary of the more prevalent obstacles to research, particularly humanistic and social, in the universities today, it would run somewhat as follows:

I. Lack of appreciation of the importance and possibilities of productive scholarship.

As President Angell remarked years ago, the American public, in general, does not greatly respect scholarship. The larger part of it would do so only if learning demonstrably led to great commercial success—not merely success in law, medicine, and politics, but *business* success. At best, the man in the street is interested only in the immediate practical applications of which learning is capable: the automobile, not the spectrological analyses of the elements of the sun, which led to the discovery of new elements in the earth, which in turn made possible the strengthening of alloys of steel, which finally gave us the light frame and engine of the motor car. But it is not only the general public that lacks appreciation; the charge must be laid at the door of university trustees, presidents, alumni, and faculty members themselves, in varying proportions in different institutions. The conviction that it is a prime function of the university as an institution, and of the professor as a working member thereof, to contribute to widening the bounds of knowledge comes hard, and is but imperfectly lodged in the minds of a singularly large proportion of those to whom the interests of scholarship must perforce look for the most constructive and dependable support.

2. *Inadequate financial support.*

Of all leading types or forms of research agencies, the university is most imperfectly financed for this kind of work. With relatively few exceptions, some of which are noted above, universities are financed and their budgets are constructed with reference solely (or practically so) to teaching and administration. Research is expected to live on the crumbs that fall from the table. Aside from funds for the purchase of books, departments with imposing salary rolls often show almost nothing for constructive work.² "It is likely to be much easier," Dean Pound has remarked, "to procure an appropriation of \$5,000 in order to paint a building which is in no great need of paint than to get authority to spend \$500 upon a rare and costly book which is only needed for scholarly research." In almost all institutions the situation is aggravated by the heavy strain placed upon resources by the growth of the undergraduate student body since the war. The humanistic studies commonly fare more poorly than the natural sciences, at the hands both of custodians of university funds (especially the trustees) and of benefactors from the outside.³

3. *Imperfect organization of instruction.*

Committee R, of the American Association of University Professors, commented pointedly some years ago on the unhappy situation arising from the fact that most university men who do research and advanced teaching are expected also to do undergraduate teaching, and under time-table arrangements not differing materially from those of men engaged only in the latter.⁴ There has been some improvement in this matter; and it certainly does not follow that every research man should be relieved of all undergraduate responsibilities, or reduced to the working schedule of French professors who com-

² "Under these circumstances, potential leaders in the faculty will either seek and find support for their contributions to knowledge outside of the institution, or, failing in this, will burn out like a lamp producing feeble light by burning a wick to which no oil is fed." J. C. Merriam, in *Univ. of Cal. Chronicle*, XXII, 12 (Apr., 1920).

³ In addition to factors indicated in an earlier chapter (See p. 36), an important cause of disparity between the two is that whereas great industrial interests have good practical reasons for endowing research fellowships in chemistry, engineering, etc., and are freely doing it, few organizations feel any proportionate impetus or capacity to provide for fellowships in humanistic branches.

⁴ *Bulletin of Amer. Assoc. of Univ. Professors*, VIII, 27-33 (Apr., 1922).

monly lecture but three times a week. Failure to differentiate somewhat between professors engaged in research and advanced teaching and professors whose first concern is teaching large classes of less advanced students is, however, a serious handicap. Indeed, one may say that the fundamental fact in the university research situation is that the bulk of so-called university professors are not really *university* professors at all but only *college* professors. In Europe, what corresponds to at least the first two years of our undergraduate work is done in the *gymnasium* or *lycée*. In the United States, such instruction is given largely by professors in the universities—a situation which not only makes it necessary to dilute the teaching staff with very large numbers of men and women who are, and are fitted to be, teachers only, but also imposes upon those who are fitted for research programs of work which leave little time or energy for that form of effort. However much better off American university research may be in equipment and financial support, it is in a decidedly inferior position in the leisure allowed the professor for creative work. In the words of a recent critic, "Scholars who might add materially to the sum of knowledge if they were given a fair chance, and whose obvious place is in the laboratory or the library, are spending the larger part of their time and energy in teaching undergraduates; professors whose forte is teaching are going half-heartedly through the forms of research; courses of study ostensibly designed for graduate students are open also to undergraduates, often with the result of meeting the needs of neither class; and students whose mental development will never pass beyond the assumed level of junior or senior year are encouraged to seek a doctorate in science or philosophy. It is time that such disorder were ended."⁵

There is no lack, in our better universities, of intellectual vigor and creative ability. There is decided lack of leisure; and for this, excessively burdensome teaching, whether it be such because of too many hours or of too many students, is largely to blame. Not so long ago, European scholarship looked down on American scholarship as inadequate in background and weak in technique. This is no longer the case, at any rate in most fields. But the European scholar continues to bring the charge against American creative learning that too much of its effort is consumed by myopic investigation of small

⁵ William MacDonald, "The Intellectual Worker," *Science*, LXIII, 320-321 (Mar. 26, 1926). For an equally vigorous criticism of present conditions see Abraham Flexner, "A Modern University," *Atlantic Monthly*, CXXXVI, 530-541 (Oct., 1925).

and narrow topics—that it is not sufficiently devoted to large projects carried out in a large way. One reason for this (there are, of course, others) is that the average American professor is so wearied with teaching and so crowded for time that he finds it impracticable to attempt—or at all events to complete—anything except slight, and more or less isolated, bits of investigative work.

It is, however, not always elementary teaching that impedes the research worker. Sometimes it is an excess of advanced teaching. Some research men do more graduate teaching than they should, because they are unable to see how they can properly equip their students without meeting them frequently in classes. Especially is this true in connection with the large and growing numbers of candidates for the master's degree, the preparation of such students for secondary teaching having already become, in institutions like Chicago and Columbia, a serious obstacle to creative scholarship. Even the guidance of candidates for the doctorate may grow excessively burdensome. "While experience seems to show," once observed Professor Charles H. Haskins in a report as dean of the Harvard Graduate School, "that in most cases the training for research and the actual conduct of research cannot wisely be separated, it also shows that those most competent to advance knowledge are often overcrowded with the supervision of young investigators."⁶ Nor is the fault always that of the university administration. The present dean of the Harvard Graduate School testifies that many Harvard professors, especially younger ones, insist on teaching too many courses or hours, and that the research work of the University is in this way perceptibly retarded.⁷

4. *Multifariousness of university duties.*

The reason most frequently assigned for failure to do effective research is lack of time. In some cases, admittedly, this is rather an excuse than an explanation. Some of the best investigative work on record has been done by the busiest people, and, speaking broadly, if the will exists, time—*some* time—can usually be found. But this does not contravene the fact that many professors who are keenly interested in research and peculiarly adapted to it are severely handicapped in pursuing it, not only by heavy teaching schedules, but by incessant calls for their services on committees and boards, in

⁶ *Official Register of Harvard University*, XXII, 70 (Feb., 1925).

⁷ So far as Harvard is concerned, the new plan of discontinuing class-room instruction during specified portions of the year will afford compensating relief. See p. 53.

departmental and other administration, in lectures and other appearances before the public. It may be true, as Oswald once remarked, that "much can be done in the time between when dinner is called and when dinner is served"; but true research will not go far on that basis. To an alarming extent, higher education has become *business* rather than *learning*; and the investigator finds it increasingly difficult to work amid the clatter of administrative, financial, and pedagogical machinery, in which he must himself perforce be a cog. Whether the remedy is, as Lord Cecil humorously proposed at a British conference on university research, to "make it a criminal offence to start a new committee," or something less drastic, remains to be disclosed.⁸

5. *Inadequate facilities.*

The tools of the worker in the humanities are books, pamphlets, manuscripts, documents, newspapers, systematically gathered and built into great, ever-expanding collections. In the majority of institutions, even of considerable size and standing, there is no more serious impediment to research than the scant and haphazard provision that is made for putting even the most indispensable materials at the investigator's service. Research is too often asked, expected, and perchance exacted, as a prerequisite to advancement, without any apparent understanding of the conditions essential to the successful prosecution of it. Reports indicate a growing disposition on the part of university authorities to recognize research libraries and museums as equally necessary to productive scholarship with research laboratories; and in a number of institutions great advances have been made in the last fifteen or twenty years. Taking the situation as a whole, however, the humanities are still very inadequately served in this regard as compared with the natural sciences.⁹

6. *Insufficient provision for publication.*

Freely conceding that easy conditions of publication sometimes make for premature publication—and our shelves groan with monographs and books that were born too soon—there is general agreement that, in most fields at all events, investigators are discouraged and slowed up by the uncertainty of being able, after their work is

⁸ See comment by Dean James H. Tufts on the deleterious effects of departmental administration upon research, *President's Report, University of Chicago, 1923-24* (Chicago, 1925), 5-6.

⁹ On library facilities see Chap. XVI.

done, to get their findings into print. The subject is receiving increased attention from scholarly organizations, and some of the foundations are interesting themselves in it in a notable way. But the situation is still very unsatisfactory, particularly in the philological sciences.¹⁰

7. Attraction of research men into independent bureaus.

This may or may not be detrimental to productive scholarship in the large, but to a degree it undoubtedly weakens its position in the universities. The swift multiplication of laboratories of industrial and other applied research has resulted in specially serious depletion of university research staffs in the natural sciences. But similar consequences follow the growth of detached investigative agencies in the social fields.¹¹

8. Shifting of research men to other employments.

This comes in two principal ways. On the one hand, many professors who are peculiarly qualified for research and have arrived at the age of greatest productiveness are drafted for service in university administration, as presidents or deans, and are largely or wholly lost to the research world.¹² The only compensation here is that which comes when such men use their new positions of influence to secure more adequate appreciation of, and more liberal support for, investigative work. On the other hand, some—in the aggregate, a good many—research men are drawn off into lucrative or otherwise attractive employments outside of the universities, either severing their university relations completely or reducing them to the minimum required for teaching. Sometimes, it is true, these men go on with research in their new connections, but often they do not, or at all events do not long persist in it. A powerful pull against systematic and sustained research in the universities is encountered in the multiplying opportunities for remunerative non-academic work—of a more or less intellectual character, but not usually involving pure research—in law, medicine, engineering, journalism, publishing,

¹⁰ See interesting comment on this subject in M. W. Jernegan, "Productivity of Doctors of Philosophy in History," *Amer. Hist. Rev.*, XXXIII, 12-14 (Oct., 1927).

¹¹ This matter is dealt with at some length in Chap. IX.

¹² Among university presidents of today one thinks at once of Lowell, Angell, Goodnow, Mason, Little, Kinley, Wilbur, Bryan, Campbell, Atwood, Farrand. Complaint on this score is heard in Great Britain as well as in our own country. "Administration," says Professor Farnell, of Oxford, "tends to swallow us all up."

city planning, industrial organization and management, and numerous other fields. It is felt most in the natural sciences, but it affects the humanistic and social branches also; and the steady depletion of man-power which results must certainly be reckoned among the unfavorable factors in the research situation.¹³

9. *Failure of the scholarly life to attract the ablest men.*

Practically all fields of learning today are deficient in personnel of the highest grade. For this there are many reasons, among them the failure of undergraduate teaching to engender a zest for creative scholarship, the undue weight attached to the doctor's degree as a qualification for university appointment, and the meager financial rewards of a scholarly, as compared with a professional, career, and especially with business. The natural sciences are best situated, in that they offer the greatest allurements to alert and promising young men—not only because of the numerous well-known avenues that lead off into lucrative employment in applied research, but also because of the challenge contained in the constantly advertised fact that greater discoveries and achievements than any in the past lie just around the corner. The social sciences are less favorably situated, although they, too, hold out many inducements to venturesome spirits. The humanities in the narrower sense, e.g., philology, fare worst, because of the widespread impression, mistaken though it is, that about everything in these fields that is worth doing has already been done. Even when some new and challenging enterprise, such as the excavation of the Athenian *agora*, comes along, enthusiasm is likely to be chilled by the realization that American colleges and universities offer exceedingly few openings for some types of humanists—for example, in the case mentioned, archæologists.

Many other impediments to research in our universities could be mentioned. There is, for example, the practical administrative difficulty involved in part-time teaching service and the extended leaves of absence which the best interests of research often require. There is the increasing employment of especially younger scholars in summer session teaching—although in fairness it should be said that whether, and to what extent, this development, viewed generally,

¹³ It is not meant to imply that all shifts from professorships to deanships or presidencies, or to non-academic positions, are in the nature of calamities. Some movement from the top is desirable, both for healthy circulation and as a means of giving non-productive men a respectable way out. But too often the men who move are those whose services as leaders in and directors of research can least be spared.

is positively inimical to the interests of research is a matter on which there is wide difference of opinion.¹⁴ There is, of course, also the inertia of many faculty members, and the lack of fitness of very many more.

PRINCIPAL NEEDS OF CREATIVE SCHOLARSHIP

The outstanding needs of humanistic and social research in the universities today are suggested by the foregoing enumeration. Reduced to simplest terms, they are (1) better organization, (2) more liberal support, and (3) improved methods. Analyzed a little more closely, they arrange themselves somewhat as follows:

1. Increased respect for pure learning.

The level of intellectual interest in most American universities is admittedly low. The swelling numbers of undergraduates to be taken care of, the startling proportion who have no real intellectual aims, the poor preparation and generally unsatisfactory quality of many graduate students, overworked or intellectually unambitious instructors, inadequate facilities, and predominance of routine, are among the causes. Possibly at the top of the list should be placed the pressure for immediate practical results, which comes from all sides—from the student who wants to be earning big money in a few years, from the parent who thinks of education chiefly in terms of professional advancement, from the business world which clamors for young men and women with training that can be turned to immediate use,¹⁵ and indeed from many university teachers, who in practice habitually discount the historical and theoretical in the interest of the contemporary and the utilitarian. Freely conceding that "times have changed" and that education must be a different thing today from what it was a generation or two ago, it is nevertheless arguable that the emphasis placed upon the immediately practical is the weightiest of present obstacles to true scholarship. As President Butler has observed, this shortsighted view of things brings in its train intellectual slovenliness, superficiality, haste, and appalling

¹⁴ Committee S of the American Association of University Professors inquired into this matter in 1918. The opinion seemed to preponderate that summer session teaching is an obstacle to research, although testimony on the point was far from unanimous. *Bulletin*, V, 19-21 (Mar., 1919).

¹⁵ It should be mentioned, however, that some of the country's greatest business and industrial establishments are putting increasing stress on broad and fundamental education as the best preparation for young men desiring to enter their employ.

waste; it is contemptuous of scholarship with its calmness, its self-possession, its thoroughness, and its patience.¹⁶ Any program looking to the more adequate development of research in the universities must begin with the establishment of pure learning upon a firm and ample basis, "recognizing its primacy among all the things for which a university exists."¹⁷

2. Establishment of a proper relation between research and teaching.

Hardly anybody doubts any longer that research and teaching are the two great functions of a modern university. The problem is to set up a fair and proper balance or relation between them. Hitherto, the situation at Chicago, as described by the Commission on the Graduate Schools,¹⁸ has been duplicated in practically every university in the country; research is expected, but members of the staff are paid for teaching, productive scholarship having little or no official standing. Adequate development of research in the future requires that investigative work be bracketed with teaching, not only as a matter of theory and aspiration, but concretely and in terms of budgeting. This does not mean that every member of the staff will have an allowance for research. Many are disinclined, and if sufficiently useful as interpreters of other men's discoveries ought not to be pressed. Some are ill-adapted and similarly ought not to be pressed, or even encouraged. But the principle does mean that funds should be allocated to research with the same spontaneity and generosity as to teaching; that it should be possible at any time for money to be had, within reasonable limits and under properly determined conditions, for any research project considered by competent judges to be worthy of support; that many men should be paid perhaps equally for teaching and research; that some should regularly and others occasionally be relieved of all definite teaching obligations; and that a young scholar should be able to look forward to a university career grounded primarily upon research with some confidence that he would receive recognition and rewards on a parity with a colleague whose successes were won in the class-room. The point need not be labored that research *as such* must, if it is to survive as a living university function, be given far more support—direct, dependable, tangible support—than in the past. Otherwise,

¹⁶ *Annual Report*, 1923, p. 10.

¹⁷ William MacDonald, *loc. cit.*

¹⁸ See p. 47.

the invigorating effects of productive scholarship will be sacrificed, research work will pass over almost entirely to outside agencies, and the so-called university will linger on a low intellectual level—a mere teaching machine, of no high order even as such. The way without research is cheap, but it leads to stagnation, decay, and death.

3. Better organization of graduate work.

It will hardly be argued by any person who knows the facts that graduate work is, on the whole, well organized in the United States. Nor will it be denied that the interests of research suffer seriously on this account, partly in that the time and effort of productive scholars on the teaching staff are wastefully employed, partly in that the students gain too little practice in research, have too little personal responsibility for it, and hence enter upon their teaching or other careers less equipped for productive work than otherwise would be the case. For the most part, graduate work has been provided for in this country merely by being superimposed on undergraduate colleges, which remain predominant and project into it their methods and points of view. From this circumstance it has suffered enormously. In all except a few institutions, such work is, even yet, only nominally a distinct form of activity. There is little separate machinery for it; there is no separate budget, or at all events a very meager one; to a large extent, graduates and undergraduates take the same courses, do substantially the same reading, write the same examinations, and are entered on the books with the same kinds of credits and grades. There are, it is true, advanced courses and seminars, and the studies that culminate in the doctoral dissertation are almost always individually directed. Nevertheless, in all too many cases graduate work simply carries over the trappings, flavor, and tone of the undergraduate curriculum.

The effect upon productive scholarship is deplorable. "So long," says Dean Woodbridge of Columbia, "as graduate students are expected to be immature students in need of a schoolmaster, so long will university professors be schoolmasters and not scholars. When once graduate students are expected to stand on their own feet and take the responsibility for their own education, then university professors may devote themselves to those researches which alone justify their existence. . . . Its [the graduate school's] business is in no sense to teach the ignorant. Its sole business is the advancement of learning. Its administration and its degrees should be controlled

to that end."¹⁹ In the same strain, but with the emphasis primarily on what is best for the graduate student as a prospective research worker, President Butler writes: "The American graduate student has for the most part been assisted to form the very bad habit of regarding himself as in the same relation to his university teacher that the school-boy bears to his schoolmaster. For this attitude of intellectual timidity, planlessness, and dependence it is desirable to substitute as quickly as may be an attitude of self-reliance, self-control, and independent scholarly endeavor. Lectures to graduate students may well be reduced to a minimum, and for them be substituted seminars, discussions, personal conversations, and criticism of individual work. It is by means such as these that the younger generation of scholars is to be recruited and sent on its way in glad confidence that there are new facts and new truths to be discovered and tested, and that it will be a life's satisfaction to take part in the discovery and the testing."²⁰

From Chicago comes similar admonition. Affirming that too much class teaching is required of senior professors and that a single course, with a daily consultation hour, is enough, Dean G. J. Laing expressed the opinion three or four years ago that too many courses are exacted of graduate students, who ought to be thrown "more on their own resources;"²¹ and more recently President Mason has written: "I wonder if we are not introducing too much machinery in instructional method by multiplying courses, particularly in the graduate school, and thereby removing from the students the opportunity for independent study of subjects. I believe that the majority of American students feel that unless they have an opportunity to take a course in a subject they are going to die without ever knowing anything about it. Surely the students should be encouraged in the habit of independent study and not trained to a dependence upon formal courses."²² The recent Commission on the Graduate Schools states unequivocally that "in general, there is too much delay in

¹⁹ Report to President of Columbia University, quoted in *Bulletin of Amer. Assoc. of Univ. Professors*, VIII, 40 (Apr., 1922). Cf. Dean Woodbridge's more recent discussion of this subject in *Annual Report of the Dean of the Graduate Faculties*, 1927, p. 14. In this report the position is taken that between two-thirds and three-fourths of the graduate students at Columbia University are negligible so far as productive scholarship is concerned.

²⁰ *Annual Report*, 1923, pp. 11-12.

²¹ *President's Report, University of Chicago*, 1923-24, p. 9.

²² *Bulletin of Amer. Assoc. of Univ. Professors*, XII, 84 (Feb.-Mar., 1926).

the student's entrance upon problem and research courses, too many informational courses are required.²³

A prime need in many universities today is a candid study of the graduate situation in respect to these matters. It is undeniably possible to over-stress the element of research in graduate work, and to leave the student, after years of investigating specific topics, deficient in broad and deep acquaintance with previously existing knowledge in his field. If, indeed, some of the extremer sentiments expressed nowadays by university reformers were to find literal application, graduate preparation, especially for teaching, would probably be found to have become too narrow, intensive, and specialized. But up to the present time practice has been at fault in the opposite direction. If a close inquiry into the matter were to be made, it would undoubtedly be found that in most institutions too large a portion of graduate students' time is taken up with courses (necessary as some of them are) of a merely informational nature; that such students are, in general, being over-taught; that emphasis upon the ideals, methods, and problems of productive scholarship is inadequate; and that the research work of professors is being unnecessarily retarded by the coddling and spoonfeeding of graduate students.

4. *Increased attention to methodology of research.*

The point has been made a number of times in this report that practically all research workers, under whatever auspices they labor, have been trained in the universities, and that training for research is indeed one of the university's main functions. It follows that the university is the place where the most scientific and effective modes of handling the multifold problems encountered by the investigator should be learned and practiced. Fruitful research does not proceed by rule of thumb, and the day will never arrive when the true investigator will cease to discover new ways of doing things. Nevertheless, research is a matter not only of spirit but of method, and there is much that the graduate student can learn once for all about the principles that underlie investigative work, in general and in his chosen field, and especially about the tools of the trade and their use. And

²³ *Report of the Commission on the Graduate Schools of the University of Chicago*, 17. The Commission recommends a proper balancing of graduate courses of three distinct levels, i.e., introductory or informational courses, problem or pre-research courses, and research (seminar or conference) courses. Cf. the strong plea on similar lines contained in the "Preliminary Report of Committee R on the Promotion of Research in Colleges and Universities," *Bulletin of Amer. Assoc. of Univ. Professors*, V, 11-17 (Mar., 1919).

everything that is learned is clear gain, not only for the work immediately in hand, but for all later research undertakings. In a few of the best graduate schools this matter is perhaps adequately taken care of. But in the majority of cases there is great room for improvement. Departmental or coöperative courses on method, courses or conferences on bibliography, contacts with the methodology of cognate disciplines, close association with experienced research workers (professors or others) in the handling of actual projects—these are some of the ways in which the need can be met. In some of the newer social sciences, e.g., political science, method is relatively undeveloped, and in these cases particularly the maturer as well as the less experienced student will have much to gain by keeping methodological matters steadily in the forefront of his consciousness.²⁴

5. *More effective research organization.*

Something has been said in the preceding chapter about special agencies or devices for the encouragement and management of research now functioning in a number of universities. Such aids should be multiplied, increased in powers and resources, and made generally more effective. The precise form to be given them is of secondary importance; naturally, it will be determined primarily with reference to local conditions, purposes, and preferences. In some institutions a live, representative faculty committee on research may prove sufficient. But as a rule considerably more is needed—(1) bureaus of research in special subjects, as municipal government, public utilities, finance, business, or labor, serving to focus the research interests of a particular department or section thereof; or (2) research councils operating in broader fields, e.g., the social sciences generally, as at Chicago, Columbia, and North Carolina; or (3) a scheme of research institutes throughout the university, each operated by a group of related departments, on the lines planned and already in part realized at Chicago. The essential thing is that there shall be one or more specially constituted agencies or units within the university whose recognized function will be not only to foster the research spirit and give advice and encouragement to young research workers, but to plan large related or coöperative re-

²⁴ On the plans of the Social Science Research Council for an intensive study of problems of method, see p. 167. This organization is happily mindful of the fact that in matters of method the social sciences have much to learn from the workers in natural science. The case-book which is to be prepared under the guidance of the committee on scientific methods ought to prove a valuable stimulus and tool in methodological studies in the universities.

search projects, obtain money for them, and carry them through, or at all events bear primary responsibility for them. One shrinks from recommending any increase of existing university machinery. But, speaking broadly—and without implying any less necessity of actual initiative and work by the individual scholar than heretofore—the day of isolated, unorganized research is past. The natural scientists have found this out, and have profited vastly by the discovery. The humanists, and especially the social scientists, are coming to the same realization. Research all the way upward, from the guidance of graduate students to investigation conducted by trained specialists, is assuming a coöperative character.²⁵ It would seem that every institution in which any considerable amount of humanistic and social research is feasible should have a research council or institute for the field of language and literature and another for the social sciences. Even if it is not practicable for such an agency to enter upon a large and varied program of investigative work, it can do much to stimulate, correlate, and generally tone up the research activities of individual staff members.

6. *Systematic, periodic surveys of research accomplishments, projects, and possibilities.*

The foregoing comment suggests the desirability of frequent compilation and publication of full data pertaining to researches lately completed, those currently in progress, and projects arranged for or contemplated. Self-complacency is a vice to which the academic mind is peculiarly prone, and it afflicts not only individuals but institutions as well; in both, it needs to be held in check by habits of frequent introspection. Every university that has not taken stock of the research activities and plans of its members in a period of ten years, or even five, ought to arrange for a painstaking survey, of the sort that has recently been carried out at Michigan, Pennsylvania, and perhaps other places. This does not mean a survey by professional "surveyors" engaged from the outside. There may occasionally be merit in this plan, but ordinarily there is no reason why the most thorough and satisfactory study should not be made by members of the university's own staff—assuming, of course, that properly qualified persons can, if necessary, be released from other duties long enough to do the work. Such an inquiry should bring to light and place on record in a systematic manner (1) full data on

²⁵ See remarks by Dean W. L. Cross in *Report of the President of Yale University, 1925-26*, p. 61.

research personnel (what members of the staff are specially fitted to carry on research, what ones are or have been engaged in it, etc.), (2) all research projects lately concluded, (3) projects currently in progress, with some indication of the stage of advancement reached, (4) projects that have been arranged for, or definitely planned, although not actually begun, (5) the sources and amount of financial or other support received by each, (6) the relations, of time and otherwise, of each to teaching and to other university duties, (7) noteworthy instances of coöperation in planning and effort, within departments, among departments, and with scholars or institutions outside, and (8) obstacles encountered, needs that have arisen, and proposals for improvement that have been offered.²⁶

Once equipped with such a map of its research organization and enterprises, the university ought to keep it up to date by the annual publication of lists of completed projects and of new projects undertaken or planned. Such lists may be presumed to have a stimulating effect upon the members of the staff, and certainly they are useful to scholars everywhere, in each of the various fields covered. Some institutions, e.g., Wisconsin, already regularly gather data of this sort, but do not publish; many do not call for such reports at all, or at any rate only at long and irregular intervals. Through various more or less uncertain avenues, e.g., the journals of the learned societies, some of the information eventually reaches outside scholars who have reason to be interested; but it would be a great service to scholarship if every university would publish these lists, if not annually, at least biennially. Failing this, some one of the foundations could find here a splendid opportunity for helpfulness. Noteworthy instances of such publication in recent years are "Research in Progress," published in the Graduate School Series of the University of North Carolina in 1924 and 1925, and "Research in Progress," issued in the Research Publications of the University of Minnesota in 1926.²⁷ A number of institutions, e.g., Columbia, Cornell, Chicago, Michigan, and Virginia, compile and print complete annual lists of books and articles published by members of their faculties. This is useful, but it does not fully meet the need. Scholars

²⁶ The survey at Michigan in 1926 was carried out by Dean A. H. Lloyd, of the Graduate School, largely by means of reports made to him by the chairmen of departments. The questions asked fell under four general heads: (1) personnel, (2) facilities, (3) programs and problems, and (4) relations with benefactors. The results (unpublished) were ample and highly informing.

²⁷ It is suggested, however, that the term "research" should be construed considerably more strictly than in these and most other lists at present available.

everywhere want to know about projects in progress, and not merely projects completed; besides, a general bibliographical list will inevitably contain many titles, e.g., book reviews, that do not represent research. Virginia, it may be noted, includes in its annual "University Bibliography" a brief statement of research in progress.

7. Specialization and division of labor.

No university, however favored in resources, location, and public esteem, can hope to maintain all of its branches and departments on a uniformly high level. No one can provide first-rate facilities for research in all subjects. Obvious, however, as these facts are, there is a general disposition to ignore them, with much resulting waste motion and mediocrity of product. The remedy lies in the direction of a careful consideration by each institution of what its traditions, location, special endowments, libraries, etc., fit it to do best, leading to a voluntary renunciation by each of fields or branches or activities which it is not prepared (nor likely to be) to cultivate with a high degree of efficiency.²⁸

This is a matter that will probably have to work itself out naturally. Somewhat over two years ago, it was proposed that a committee of the American Association of University Professors should be set up with instructions to gather information on the fields in which each institution is best equipped to develop graduate instruction and research, to find out what institutions (especially in the same territory) are competing in the same fields, to discover what fields of investigation are not properly provided for at the present time, and perchance to be instrumental in bringing about special agreements among institutions aimed at obviating wasteful duplication.²⁹ Such a committee could do some useful work. But it is doubtful whether any institution would take kindly to suggestions from the outside as to what it should or should not do, and relief from the present very real disadvantages of duplication and overstrain to make a record in all fields will have to come from deliberate decisions by the universities themselves, after weighing their resources, judging their opportunities, and considering the broader interests of scholarship more deliberately and painstakingly than most of them have as yet done.

²⁸ This is said, of course, with reference to advanced teaching, and especially pure research, not the ordinary necessities of undergraduate, or even earlier graduate, instruction.

²⁹ R. H. Keniston, in *Bulletin of Amer. Assoc. of Univ. Professors*, XI, 319-323 (Oct., 1925).

Perhaps mainly because of the cost of equipment and the easier delimitation of fields, this sort of division of labor has gone farther in the natural sciences than in the humanities. Well-known examples are the definite agreements between the Columbia College of Physicians and Surgeons and the Cornell Medical College under which the one specializes in instruction and research in tuberculosis and the other in cancer. But the principle is applicable to the humanities—especially the social sciences—and in the long run it will have to be acted upon to a greater extent than nowadays.³⁰ It will make decidedly for progress if, in general, the research agencies in each university will map out the subjects and fields to which they propose to devote themselves over a period of years, and will make their plans known to all scholars who have reason to be interested in them. It is to be hoped that in doing this they will be guided by the obvious consideration that upon every university—especially every state university—rests a special obligation to study the phenomena and problems of the geographic area in which it is situated. Chicago's expansive "community survey" and North Carolina's notable studies of rural life within the state come readily to mind as instances of the frank acceptance of this obligation and opportunity.³¹

Mention of the state universities suggests the general question of the future of research in these institutions as distinguished from endowed universities. Undoubtedly the former comprise, to a degree, a group apart, with conditions and problems peculiarly their own. There is no denying, too, that some men in the great endowed institutions regard them somewhat patronizingly, especially in relation to research. We are sometimes told that by the very nature of their position the state universities must concern themselves primarily

³⁰ It is significant that plans prepared at Princeton in preparation for the present effort to increase the endowment of the University contemplate, in the domain of history at all events, a development of precisely this sort. Medieval studies, for example, is indicated as one of the fields which Princeton is especially equipped and adapted to cultivate. Much is made of the point that adoption of the policy of specialization would greatly simplify the library problem. *The Princeton Fund, History at Princeton* (1926), p. 5.

³¹ Various queries suggested by the facts set forth or the comments offered in the foregoing outline will receive brief attention at subsequent points in this report. See, for example, Chap. IX for some consideration of the exceedingly important question of whether investigative work in the universities is in danger of becoming atrophied through the development of independent research institutes, bureaus, councils, and what not; and Chap. XVII for mention of possible ways in which the support of research in universities may be affected by the multiplication of post-doctoral fellowships administered under other than university auspices.

with teaching of a general and more or less elementary character, that they are largely professional and vocational and are on the road to becoming still more so, that the great benefactions of the future for the support of research will go to the independent, endowed institutions, and that in these, rather than in institutions of a different type, the future of pure scholarship and research must necessarily lie. We read in the report of a graduate dean at Chicago that "the unquestioned excellence of the neighboring universities and the colleges in our section of the country should abundantly care for the needs of the average college student, and that it is perhaps the duty of those entrusted with an endowment such as ours to see that the interests of graduate and research work are placed before those of a more elementary character."³² We even hear an important endowed university which at one time had an opportunity to become, in effect, a state university, but refused to do so, referred to as having "saved its soul."

Recognizing, of course, that many state universities are now doing vastly more for research than are numerous endowed institutions, we may yet concede that, by and large, the endowed institution occupies a position of some real advantage in this matter. It is freer to determine what it will, and what it will not, undertake to do—what use it will make of its funds, what students it will receive, what subjects it will cultivate, what special resources it will develop. It is freer, also, to solicit research funds, and considerably more likely to obtain them, than are institutions supported primarily by public taxation. It is under less pressure to maintain heavy teaching schedules, and under no necessity of justifying to jealous or censorious lay authorities, or to the electorate, liberal arrangements designed to smooth the path of the investigator.

These and other privileges and immunities are obviously effective at the present moment. By and large, it is in the endowed institutions that the most notable research developments are now taking place. This does not mean, however, that the state universities are always to be at a disadvantage—at least not in all respects. When one recalls how recent is the day when it was next to impossible to get money out of the taxpayers for research purposes, the research sums now appropriated to certain state universities acquire significance out of proportion to the number of thousands of dollars involved. Nor are the state universities by any means to be regarded as shut off from sharing in huge future benefactions in support of research. The

³² *President's Report, 1921-1922*, p. 7.

level of creative scholarship in some of them is hardly below that in the best endowed institutions, and conditions in such matters as teaching schedules are improving. There is no guarantee that the advantages expected to accrue in certain endowed institutions from sharply restricting the number of underclassmen admitted, or even in time dropping off the first two years of undergraduate work altogether, will not be duplicated in a few of the greater state universities through the development of junior college systems or other provisions for essentially separate handling of lower-class instruction.³³

It is not even assured—although some have so predicted—that the research to be fostered in the state universities in coming years will be chiefly in the applied forms of natural science, and that the humanities, and even the social sciences, will be left to be propagated mainly in the endowed institutions. That there will be strong emphasis on agricultural and engineering research may be taken for granted. But, as has already been pointed out, the practical value of investigative work in taxation, insurance, labor, housing, immigration, penology, and what not, may be trusted to commend social research, in increasing degree, in those quarters from which the state universities draw their sustenance. Certain subjects, or fields, will in all probability continue to be cultivated far more assiduously and productively in the endowed institutions than in the others. Such, for example, are archaeology, anthropology, ancient and medieval history, jurisprudence, the classical languages and literatures, religion and religious history. But as for the rest, either type of institution may prove superior—if, indeed, there is any real point to comparing types of institutions at all in a matter in which the results achieved is the thing of concern, and not the mechanism.

One aspect of the present superior position of the endowed institutions calls for a farther word of comment. Whatever the reason, the formation of coöperative, interdepartmental research groups—taking the form of institutes or councils—has gone farther in them than in the state universities, at all events in the fields with which we are here concerned. Departmental lines seem to be more rigid in the state institutions, and research men more inclined to “go it alone.” Complaint is often heard from men in the state universities that institutions of this type are largely overlooked by the foundations—that grants in aid of research are continually being made to Harvard, Columbia, Chicago, Stanford, but not to Michigan, Illinois, Minne-

³³ The experimental college opened at the University of Wisconsin in the autumn of 1927 may prove a contribution in this direction.

sota, California. In so far as the allegation is true (and there is much basis for it), the explanation may, of course, be found partly in the natural disposition to favor institutions which have no access to the public purse. But a considerably more important reason lies in the fact that in hardly any instances at all are there, in the state universities, definitely organized bodies or groups devoted solely to research in a large way, possessed of a carefully worked out and definite program, and capable of receiving funds and administering them in a responsible manner over a period of years.³⁴ Even within individual departments, there is no great amount of organization for research; and the broader forms of organization, bringing various related disciplines into vital and continuous touch, have hardly been developed at all. The sort of research—in *universities*—in which, for the present at all events, the foundations are chiefly interested is, however, that which brings economists, political scientists, psychologists, statisticians, and the rest into direct working relations. The university is the only place in which such coöperative effort is feasible; and while funds may be, and often are, given to independent institutes for investigation in single fields, they are not likely to be turned toward a university unless there is prospect that the distinctive opportunity which is there present for the fruitful contact of many disciplines will be taken advantage of. Organization to this end is as yet very recent even in the endowed universities. But it has gone far enough to have given them an advantage which the state universities will overcome only by equipping themselves with research organizations of similar promise and appeal.

³⁴ The Institute for Research in the Social Sciences at North Carolina is such an agency; but it stands almost alone.

CHAPTER VI

RESEARCH IN THE COLLEGE

WITH exceptions that can be counted on the fingers of one hand, American universities are primarily teaching, rather than research, institutions. Speaking broadly, they have developed as integral parts of an educational system which was built from below—not from above, as in Europe—and they have been planned and supported mainly with a view to carrying into higher ranges the instructional work begun in the elementary and secondary schools. Still more true is this of the college. There is, perhaps, nothing more characteristic in our American civilization than the type of college we have developed—Amhersts and Beloits and Pomonas scattered generously throughout the length and breadth of the land, with doors ever open to an unending stream of expectant youth, proffering four-year courses of study built upon the programs of the high school and the academy, and striving to equip the young men and women who successfully undergo their discipline for living and thinking amidst what William James called the big, buzzing, booming confusion of the universe. The whole circumstance of the college's origin, position, and equipment determines its functions as being chiefly—some would say entirely—the imparting of information, the development of good mental habits, and the building of character. For fresh contributions to knowledge, it has not hitherto been notable.

Some of the best research on record has, nevertheless, been done by busy teachers in little colleges; and no description of the existing research situation in this country could be regarded as in any sense complete unless it took account of the problem of creative work in the college, as distinguished from the university, and of the existing facilities for the furtherance of such effort. In carrying out the survey reported upon in this book the same questions were addressed to the colleges—about 150 of them, appearing upon the “accepted list” approved by the Association of American Universities¹

¹ Confined to “colleges primarily organized with undergraduate curricula leading to the B.A. or B.S., in some cases with strong technological divisions, and occasionally a strong professional school.” The list, of course, contains many so-called universities. It is printed in *Proceedings and Addresses of the Association of American Universities*, Twenty-sixth Annual Conference (1924). Three institutions were added in 1925.

—as to the universities. For obvious reasons, however, the results in the one case will be presented at no such length as in the other.

The first fact brought to light is one which need occasion no surprise, namely, that the research situation in the colleges is even more diverse than that in the universities. In research, as in other things, universities do, of course, differ sharply among themselves. But, after all, every institution that is termed a university by right, and not merely by custom or courtesy, does make some deliberate and special effort in behalf of original investigation, and does provide a certain amount of support for it. In the case of the colleges, on the other hand, there is the widest possible spread, from the well-endowed and wisely administered institution, comparable in its research interests and activities with many of the universities, to the small struggling institution which not only does nothing for research but frankly regards creative work as entirely outside its sphere. Out of about one hundred returns made by colleges, fully a fourth indicated simply that funds and energies are completely exhausted by the necessities of general maintenance and class-room instruction, and that no effort whatever is put forth, or contemplated, in the direction of investigative work, even of the simplest sort. The great majority of these institutions are, as would be expected, in the South and West; and practically all are dependent, mainly or entirely, upon the precarious support of some religious establishment or denomination. From them to a Bowdoin or Oberlin or Smith is a far cry—although in the inadequacy of financial provision for research work the two groups are really not so far apart as in other regards, e.g., buildings, staff, and salaries.

These border-line institutions form, of course, a necessary part of the picture. There is, however, nothing more to be said about them—unless it be a word of appreciation of the ill-requited teaching service rendered by many of their humble instructors and a word of commiseration for the unhappy young man, fresh from graduate work and actuated by the spirit of research, who finds himself set down in so discouraging an environment.² The question remains, however, of the position of research in the general run of colleges of the better grade—institutions in which there is at least some possibility of doing something in a tangible way for the promotion of creative work.

²This characterization is, of course, entirely from the point of view of research. Even the "fresh-water" college offers plenty of opportunity for spirited and productive teaching.

On looking into the attitude of college administrators (chiefly presidents) toward research, one is impressed, first of all, by the naïve assumption of many that because the college does not undertake graduate work research is something with which it has, and can have, nothing whatever to do. Thus, "We are returning to you the blank for a report on research at _____ College. _____ College does not offer graduate work." Again, "_____ College . . . does no graduate work and therefore has no research activities." Again, "We are strictly an undergraduate institution, and as such find it inadvisable to undertake research work." Still again, "We do not feel that our business is research." Also, "It is our conviction that the research field can best be occupied by the graduate school." And, "It is felt that an undergraduate institution fails of its purpose when it advocates too early specialization by students and that professors neglect their undergraduates or give poor advice if their primary interests become special." More than once the suggestion is offered that, while the business of the college teacher is to teach, he may properly enough be allowed to engage in such research as will absorb his "surplus energy"—a concession which, as most over-worked and under-paid college teachers would probably feel, contains quite a bit of unconscious humor. At best, research is to be a sort of safety valve.

Over against these dicta and opinions must, however, be set the views of a few college presidents who, recognizing of course that, quantitatively, research must have a smaller place in the college than in the university, nevertheless regard investigative work as a proper and necessary activity of high-grade college teachers, and consider that the college is duty bound to go out of its way to make such work possible. Among others, Presidents Aydelotte of Swarthmore, Comstock of Radcliffe, Neilson of Smith, Pendleton of Wellesley, Park of Bryn Mawr, Olds of Amherst, Penney of James Milliken, Woolley of Mount Holyoke, Harris of Brigham Young, Comfort of Haverford, Wriston of Lawrence, Rammelkamp of Illinois College, Ferry of Hamilton, and Hughes of Miami are definitely on record as believing in research as a function of the college. "The trustees [of Amherst] feel, and I feel," says President Olds, "that research must be given its place, but with teaching first. No good teaching without research."³

The average college president, however, has never himself been a research man and does not dwell in a research atmosphere. He is

³ President Olds has retired from office since this chapter was written.

at home in the politics of his position—on the platform, in the church, among alumni and business men. But research is not of his world. He can often be approached on the matter of publication, because that tends to put his institution “on the map”; although he is not unlikely to take the extraordinary position that he will help publish but cannot be expected to aid in the laborious task of preparing something fit to publish. The chairman of a special committee on historical research in the colleges, appointed some time ago by the American Historical Association, reported to the writer that he had found only one college president who avows a live interest in research, and that the presidents, generally, in reply to inquiries directed to them, “played true to form” and “seemed to have no conception of any function toward the discovery of new truth.”⁴ The situation does not appear to the present investigator quite as bad as that. But undeniably—if we are to assume that it is justifiable to expect, and possible to get, research work in the college—the attitude of large numbers of administrators is not encouraging.⁵

What of the attitude of the teaching members of college faculties? The committee of the Historical Association concluded, on the basis of replies to its inquiries directed to college professors of history, that conditions here too are bad. “With a few exceptions,” the chairman reports, “the teachers of history either were not interested in research or were disconsolate over the situation.”⁶ Only about half a dozen college teachers in the field evinced any strong interest. More encouraging were the results of a conference on research in the colleges called on the initiative of the Division of Educational Relations of the National Research Council and held in Washington in March, 1925. A score of representative college professors who attended were in substantial agreement upon the obstacles—heavy teaching schedules, lack of library and other facilities, etc.—which at present deter the great majority of members of college staffs from research; also upon the dependence of the best teaching upon creative experience of the teacher, and the urgent desirability that something be done to bring opportunities for productive scholarship

⁴ Letter of Professor William K. Boyd, of Duke University, to the writer, April 17, 1926.

⁵ Some interesting experience is related in M. B. Garrett, “The College Administration and Research,” *South Atlantic Quarterly*, XXVI, 124-130 (Apr., 1927). Cf. M. W. Jernegan, “Productivity of Doctors of Philosophy in History,” *Amer. Hist. Rev.*, XXXIII, 5-7 (Oct., 1927).

⁶ Letter of William K. Boyd, as cited.

within easier reach of college teachers capable of profiting by them.⁷ Returns to questionnaires used in connection with the present survey contained a good many expressions of interest in research on the part of members of college faculties, together with comments—sometimes in a tone of resignation, sometimes evincing a spirit of rebellion—on the difficulties with which such effort is at present attended. The simple truth is, of course, that a large proportion (who shall say precisely how large?) of teachers in all but a few of our very best colleges are not trained for research of any substantial character, have no genuine interest in it, and ought not to be expected to engage in it; but that there is also a very considerable proportion, in many scores of institutions, that could, and would if encouraged, do at least modest pieces of work that would enrich their teaching and in many instances add appreciably to the stock of knowledge in their field. It is this latter fact alone that justifies bringing research in the college into the present discussion.

Selecting out some thirty colleges in which research seems to have the best standing today, we find conditions which summarize somewhat as follows:

i. *Research funds.*

Radcliffe and Barnard have no research funds of their own, but share in the funds possessed by Harvard and Columbia, respectively. A dozen scattered institutions, e.g., Bowdoin, Lafayette, Miami, Hamline, Grinnell, Brigham Young, and Western College for Women, have from \$500 to \$4,000 a year. The great majority—including Swarthmore, Haverford, Wellesley, Bryn Mawr, Smith, Mount Holyoke, Lawrence, DePauw, Ohio Wesleyan, College of the City of New York, Colgate, and Trinity—have no funds whatever that are regularly used for the purpose, although in rare instances special appropriations are made in aid of some particular project. In the sense that practically all colleges that now have research funds have acquired them within the past five years, the situation may be said to have shown some improvement within this period. Three incidents worthy of record as suggesting the sort of thing that might be done in many places are: (1) the raising of a fund of \$10,000 by the alumni and friends of Grinnell College as a

⁷ *Research in American Colleges* (typewritten report of conference, prepared under direction of Dr. Maynard M. Metcalf, Division of Biology and Agriculture, National Research Council. See p. 96 below.

memorial to a former professor of chemistry, the income to be expended solely on research in pure science and mathematics by members of the Grinnell faculty; (2) the raising of a fund of \$25,000 in honor of the senior professor at Vassar College, Miss Lucy M. Salmon (who died in February, 1927), the income to be used for the promotion of research by members of the Vassar faculty; and (3) the establishment at Smith College, in 1927, of the William Allan Neilson chair of research, supported by gifts of alumnae and friends and designed to be occupied by a scholar (the first incumbent being an eminent psychologist, Professor Kurt Koffka, of the University of Giessen) who not only is not expected to teach, but is provided with the requisite facilities for engaging exclusively in investigation and experiment for a period of five years.

2. Research committees.

Research having no place in the program of the greater number of colleges, machinery for stimulating it or administering funds in aid of it is naturally found in very few places. Research committees, in practically all cases appointed by the president, are, however, reported at the College of the City of New York, Miami, Hamline, Denison (for the natural sciences only), Lafayette, Ohio Wesleyan, and Pennsylvania State College; and such committees were reported in the spring of 1926 as about to be created at Grinnell, Wellesley, and the Southern Methodist University. Lawrence tells of the formation of a research club, restricted to members of the faculty who are "actively engaged in some special piece of writing." It is not meant to suggest that a committee on the subject is indispensable to the prosecution of research, but it is submitted that a much-needed stimulus might be applied in many institutions if an agency of the kind, with some definite responsibility, were set up.

3. Distribution of research energy and resources.

This is a matter upon which it is difficult enough to generalize in relation to the universities, and quite impossible in connection with the colleges. Where those reporting indicate any difference at all between the natural sciences and the humanities, they invariably say that the natural scientists show more zeal for productive work than the humanists and that the former are given larger support. But in the great majority of cases no distinction is felt to exist. Among the humanistic and social studies, sociology seems to be the discipline most favored with special support. In one instance the departments

considered to be "most important from the point of view of research work actually being done" were asserted to be the department of education and—the registrar's office!

4. *Adjustment of the teaching load in the interest of research.*

That a main obstacle to productive work in the college, and to keeping alive the spirit of research, is the exceedingly heavy teaching schedule required in the great majority of institutions is a fact too well known to require emphasis. By and large, a more exacting teaching program in the college than in the university—at all events, as measured by number of courses and hours—is not only necessary but justifiable. The dead weight of this burden ought not, however, to be permitted to press equally upon the instructor who wants to do research and one who has no such ambition. Inquiry reveals that a certain number of colleges make systematic effort to adjust the regular teaching load of faculty members who are trying to carry on creative work, or at all events grant them leaves of absence under favorable conditions. Among these are Lafayette, Smith, Bryn Mawr, Mount Holyoke, Trinity, Lawrence, James Milliken, and Hanover. Others report that they are pursuing this policy in a very limited degree—"just as far as a limited budget allows," "to a small extent," "in extreme cases," "as far as feasible," etc. Still others indicate that they would like to deal generously in this matter, but are as yet deterred by financial stringency from doing anything at all. Many seem to regard the matter as too utopian to be worthy of comment. It must be added that in many cases where instructors are granted leave for study it is only with a view to graduate work leading to the doctorate.

5. *Rewarding research in connection with promotions and increases of salary.*

In the relatively few institutions in which there is consistent effort to encourage research, diligence and achievement in creative scholarship are reported as having much weight in connection with academic advancement. This is the case, for example, at Wellesley, Swarthmore, Amherst, Bryn Mawr, Smith, Vassar, the College of the City of New York, and a few other places. Generally, however, research plays little or no part. It is not expected, or done, and naturally the grounds of advancement have no relation to it—although in more than one instance where nothing whatever is reported

as being done to make investigative work more practicable for instructors it is nevertheless testified that research achievement is a factor in determining pay and promotion.

6. *Publication.*

It would not be expected that the average college should be able to do much for publication, although there is no inherent reason why any reasonably equipped institution might not occasionally aid in getting into print some modest but worthy piece of work done by a member of its staff. Hardly a dozen colleges—among them Smith, Radcliffe, Wellesley, Swarthmore, Bryn Mawr, Amherst, James Milliken, and Brigham Young—report any regular facilities for assisting publication. Some of these, notably Smith, publish well-known series of studies. But the returns from scores of institutions indicate simply that nothing at all is done, attempted, or contemplated. Two or three colleges, e.g., Haverford and Hamline, have hopes of some development in this direction in the near future.

In conclusion of this somewhat motley summary, it is a pleasure to call attention to two admirable systems, or plans, now in effective operation—one at Smith College and the other at Hamilton College. They are mentioned, not to advertise the institutions named (equally satisfactory arrangements may possibly exist in a few other places), but only to suggest the sort of thing that might be done, or at all events attempted, more generally.

At Smith, where productive scholarship is perhaps as keenly appreciated as at any college in the country, the following types or modes of encouragement of research have been adopted: "(1) Members of the faculty are freed as far as possible from college committee work. To make this possible, additional administrative assistants have been appointed. (2) The number of teaching members of the college has been increased to such an extent that the size of classes and the number of courses given by one instructor is small. (3) Whenever possible, an instructor engaged in research has courses at one end of the week only. (4) Young members of departments are given time and encouragement to study while teaching, thus meeting the requirements for the degree of master of arts in two to three years. (5) Sabbatical leave is granted primarily to those members of the faculty who intend to study for the year. (6) Funds are available for the partial or full payment of expenses of members of the faculty to meetings of various scholarly associations or to spe-

cial conferences. (7) A fund has been established for the publication of manuscripts and for the purchase of additional reprints of articles appearing in literary or scientific publications. (8) The development of a graduate school is encouraged, in part because of the stimulus toward research which is given the faculty. (9) An indirect method of encouraging scholarly work on the part of the faculty is the introduction of special types of instruction for the benefit of the able student. In place of regular courses, such students may take for the last two years certain units in one or more departments with the expectation of taking a general examination in the field of study and acquiring a special honors degree. Under this system the independence and initiative of the students are given constant encouragement. Other students may do a similar type of work in the senior year and acquire departmental honors. The direction of such work is a definite stimulus to research on the part of those who are supervising it."

At Hamilton, President Ferry, early in 1926, presented to his board of trustees the following "principles," which were formally adopted and, in the main, are now in operation:

"(1) The college to pay full salary to full professors on so-called sabbatical leave when granted, if, and only if, the applicants convince the board (by the submission of definite programs of the use to be made of their time, and by other means) that such leave will involve a continuance of scholarly work on their part and consequently bring much good to the college. (2) The college to grant leave of absence with full salary to younger members of the faculty for the completion of courses of graduate study or other scholarly undertakings in appropriate designated universities in any case in which the board is persuaded that such a step is warranted; for the long interruption or postponement of scholarly growth at a critical period in a young teacher's life may cause perpetual inertia. (3) The college to provide such library books, laboratory equipment, or other material for scholarly researches as may be needed by any of its teachers for their own studies, and to place the same at their disposal under suitable conditions determined by the board, thus ensuring that able scholars may not suffer overmuch by their distance from great libraries and university laboratories. (4) The college to subsidize scholarly productivity, so far as the board may see fit, by contributing to the publication of any worthy piece of scholarly work otherwise lacking a publisher, by bearing some of the expense involved in completing researches already well started (e.g., where

further work in a distant field or library is necessary), and by helping in other ways—not to start a would-be scholar on a new and uncertain task, but only to assist the productive worker to finish a valuable research already well under way. (5) The college to provide travelling and hotel expenses for all professors who attend the meetings of the appropriate learned societies during the Christmas vacation, that all may profit by contact with the masters in their respective fields."

Why should research in the college be encouraged? Admittedly, most colleges are poorly equipped for it and most college teachers are not greatly interested in it. Why trouble about it at all? If the only object were the actual output of new and significant knowledge, it might well be doubted whether—except in a very small number of unusually favored institutions—the game would be worth the candle. But the direct contribution to knowledge which results is perhaps the least important consideration. The main reason why it is worth while to do what is possible for research in the college is that (though there are some who do not agree)⁸ if investigative work be totally absent the college's primary function, i.e., teaching, cannot be performed with fullest effectiveness. In the college, no less than in the university, the teacher who, year in and year out, merely dispenses knowledge tends to become an automaton; unless he possesses the most unusual qualities of freshness and force, his teaching becomes dull, perfunctory, and uninspiring. The average instructor urgently needs to be kept alive in his subject by doing some creative work in it, even if only a little. Throughout the conference of college teachers on research, held at Washington in 1925, the effect of investigative interest and achievement upon the quality of teaching was always the uppermost thought. "Intellectual stimulus to students comes chiefly from contacts with teachers with live intellectual interests. Quickening the intellectual interests and activities of the members of the faculties is thus the core of the problem. . . . The object is not to increase the bulk of the research product, nor is it to develop research strength in college teachers so that they may secure positions in universities or other research institutions, but it is rather to quicken the scholarship and the intellectual life of the teacher and to make his position in the college so attractive from

⁸ See, for example, *Bulletin of Amer. Assoc. of Univ. Professors*, VIII, 59-62 (Oct., 1922), and XII, 501-504 (Nov., 1926).

this point of view that he will be glad to do his work as teacher and investigator in the college rather than seek a position in a more purely research institution.”⁹

There is the further important consideration that, inasmuch as fully fifty per cent of the graduate students in our universities have received their earlier training in the colleges (as high as ninety per cent in at least one major university), much would be gained if during their undergraduate days they were brought into contact with research projects, methods, and ideals.¹⁰ They would thus tend to acquire that invigorating sense of coöperation with the instructor in the search for truth which sustains and enlivens all true graduate work; the transition to the graduate school would be eased; and, in addition, capable students who at present pass out of the college into business and the professions, and are lost to scholarly work because of not having been given a vision of what creative scholarship means, would be reclaimed.

Turning, finally, to a few suggestions intended to be constructive, one is moved at the outset to urge the point that research in a large way, and on costly lines, is not at all essential. Altogether too many college administrators, as well as faculty members, are prone to assume that because they cannot do the sort of thing that is done at Columbia or Yale or Chicago they can do nothing at all. Particularly is it true in the social sciences that opportunities and materials for first-hand investigations such as will have all the stimulating effects desired, and quite possibly add in an important way to knowledge besides, lie within easy reach, regardless of where the college is situated and of what are its resources or lack of them. The history or

⁹ Dr. Maynard M. Metcalf, in *Research in American Colleges* (typewritten report of Washington conference).

¹⁰ “I have been impressed,” says Dr. Vernon Kellogg, “by the fact that so many of the students in professional schools and graduate departments of the universities have come from the colleges rather than from the undergraduate departments of universities This means that the students already have had the spirit of research cultivated in them in college.” *Science*, LXV, 345. To the writer, attendance at a professional, or even a graduate, school does not seem to imply a desire to engage in research in any true sense. Unquestionably, a goodly number of our graduate students coming from the colleges have caught the spirit of independent and productive inquiry while still on the campus of the undergraduate institution. But there is much to indicate that among the motives impelling young men and women to resort to our graduate schools a longing to do creative intellectual work is often very subordinate, if present at all, and—what is equally serious—that students capable of becoming research leaders fail to receive in the college the guidance and inspiration that would turn them toward scholarly careers.

the sociology or the politics of a county or a town or a village offers challenging problems to those who can see and appreciate them.¹¹ "There is much in modern research," writes Dr. John C. Merriam, "that can be advanced only through the use of complicated and expensive apparatus. Investigation of this sort will be difficult, and perhaps impossible, at many of the colleges. On the other hand, there are very many problems which can be handled with the use of materials immediately at hand in the colleges and without elaborate apparatus. The results to be obtained from such investigations are not necessarily in any sense less significant than those secured by more elaborate apparatus or arrangements."¹² Dr. Merriam is here speaking primarily of research in the natural sciences. But what he says about the practicability and usefulness of unpretentious local investigations is even more true of studies of human organization and behavior.

A second suggestion is that the solution of the problem of enabling specially capable and energetic professors to engage in relatively large research undertakings is, not the development of the requisite facilities at the college—which will rarely be feasible—but rather the employment of funds in such a way as to enable research men to resort freely to great research libraries and other centers, and to stay and work there for considerable periods of time. This would mean, among other things, granting extended leaves of absence with pay. Naturally, the privilege should not be asked or granted lightly. But there ought to be sufficient flexibility of funds and teaching schedules to enable at least one or two members of a college staff to be taken care of in this way every year, and to encourage any member to plan and start an important piece of work in the confidence that he would in time be given a chance to follow it up systematically in some advantageous place. Leave of absence for research is, of course, not unknown now in the stronger colleges; but even there it is often conceded grudgingly, not only because of the extra trouble involved in providing substitute teachers,

¹¹ At a recent meeting of the American Political Science Association, for example, much stress was laid on the urgent need for local studies (rural as well as urban) of the administration of criminal justice, as a prerequisite for any adequate eventual understanding of this problem and its solution in the large. *Amer. Polit. Sci. Rev.*, XXI, 401 (May, 1927). Cf. M. W. Jernegan, "The Colleges and Historical Research," *Historical Outlook*, XVIII, 105-107 (Mar., 1927).

¹² *Research in American Colleges*, as cited.

but also—at least so it is charged—because the practice brings the college's best men to the attention of the scholarly world and increases their chances of being drawn off by offers of better positions elsewhere.

Exchange arrangements, such as those which have existed for some years between Harvard and a number of western colleges, can be made very helpful, even if not planned primarily with reference to the promotion of research. In the case mentioned, half a dozen college professors every year get the benefit of four or five months at Cambridge; while an equal number of colleges profit from a month of active contact with a creative Harvard scholar. It would seem that this scheme might well be adopted by other groups of institutions—certainly by the great state universities in relation with the colleges of their respective states. Even where an exchange arrangement is not feasible, colleges could profitably make more effort to bring in visiting professors who would serve as vitalizing influences, particularly on the side of creative scholarship. Certainly a promising line of procedure would be the organization of an important co-operative research at a university located at a focal point, so planned and conducted as to draw in men in the surrounding colleges, with or without definite exchange agreements. Such an experiment would require some careful planning, but it would be worth trying; and the arrangement ought to prove not only workable but profitable to all concerned.

Finally, the needs of research in the college might well receive a good deal more attention from the foundations, present or future, than is now being given it. Comparatively few of the research fellowships (many of them post-doctoral) listed in a later chapter of this report (XVII) are likely to be awarded to college, as distinguished from university, teachers. In the case of many, e.g., the Social Science Research Council fellowships, the aim is so definitely to enlarge the bounds of knowledge and to develop research technique and expertness that they are rightly reserved pretty much for particularly promising university men and women. They aim to produce investigators rather than college teachers. But if teachers in the colleges are to engage in larger research projects at all, their needs are at least as urgent; and a subvention or bequest, similar to the Guggenheim endowment, would be a unique benefaction if it opened a way for scores and hundreds of members of college faculties, now practically cut off from research fellowship grants, to lay aside the

burdens of a crowded teaching schedule for a year or two and spend the time in invigorating travel and study.¹⁸

¹⁸ Mention has been made of the conference on research in colleges held at Washington in the spring of 1925. Plans which are in hand for following up the work of this meeting require that something more be said on the subject. This particular line of effort started with a preliminary conference at Washington in December, 1924, arranged by the Division of Educational Relations of the National Research Council and attended by fourteen college presidents, deans, and professors. This conference appointed a committee, with Dr. Maynard M. Metcalf as chairman; and this committee convened the conference of March, 1925, which was attended by representatives of twenty-four colleges and other educational organizations. This second conference voted to request the Division of Educational Relations to proceed, in its discretion, to the organization of a committee or board "to study the subject of promotion of productive scholarship among the teachers in American colleges and to move to its accomplishment." The Division responded promptly, and a joint committee was set up consisting of representatives as follows: M. M. Metcalf (chairman), American Association for the Advancement of Science; Vernon Kellogg, National Research Council; Knight Dunlap, Social Science Research Council; and Charles R. Mann, American Council on Education. The committee—enlarged to include Professors Edward C. Armstrong and Joel R. Stebbins as representatives, respectively, of the American Council of Learned Societies and the American Association of University Professors—has held a number of meetings and has decided that its functions will include (1) collection from the colleges, and dissemination among them, of data concerning local plans or arrangements for encouraging and facilitating research on the part of members of their faculties, and (2) securing of financial aid, should this prove practicable, for research work in progress at the hand of competent members of college faculties. For a detailed statement, including an ambitious scheme for research committees in the individual colleges and for linking up these local committees in a national organization, see M. M. Metcalf, "Research in Colleges," *School and Society*, XXIV, 644-648 (Nov. 20, 1926). Cf. *Science*, LXV, 307-314, 334-345 (Apr. 1-8, 1927) for a series of papers on the general subject presented at the Philadelphia meeting of the American Association for the Advancement of Science on December 28, 1926.

CHAPTER VII

LEARNED SOCIETIES AND RESEARCH: SOCIETIES WITH GENERAL INTERESTS

THAT this is an age of organization is no less manifest in the world of scholarship than in that of business or professional activity or social life, and nowhere else, perhaps, is the fact impressed upon the observer at every turn as it is in the United States. So far as scholarship is concerned, the era of associated effort—leaving out of account, of course, the grouping of men of learning in the faculties of the early colleges—dawned in this country hardly more than half a century ago. It is true that our most venerable learned body, the American Philosophical Society, is this year (1927) celebrating its two hundredth anniversary. But only three or four other organizations of the kind—all of them largely localized in a single city or state—came into existence in the next hundred years after the Philadelphia society made its appearance; and the oldest associations of scholars formed with a view to drawing in persons throughout the entire country who were interested in a particular branch or field of knowledge date from near the middle of the nineteenth century.¹ The humanities, in the narrower sense, were organized mainly in the third quarter of that century; the social sciences, only in the fourth quarter and the still more recent past.

The number of humanistic and social science organizations in this country today (colleges and universities again apart) which have some claim to be regarded as “learned” societies is surprisingly large. Some are of national scope; others are identified with particular states or sections; many are largely or wholly local. Some represent original organizations formed in large and virgin fields; others are federations of older societies, or, more frequently, offshoots of such societies, created in pursuance of the advance of learning into new fields and the natural desire of specialists in such fields to come

¹E.g., the American Statistical Association (1839) and the American Oriental Society (1842). Cf. G. B. Goode, “The Origin of the National Scientific and Educational Institutions of the United States,” *Annual Report of the American Historical Association for 1889*, pp. 53-161.

together in bodies immediately representing their particular interests. To take a single illustration: members of the American Historical Association who were specially interested in government and international affairs drew together in 1904 in a new American Political Science Association. But the field of this society soon seemed too broad to be occupied by a single organization, and in time there appeared an American Society of International Law, a Council on Foreign Relations, a Governmental Research Conference, and a variety of other associations or groups corresponding to particular emphases or interests. In economics, philosophy, philology, and other branches experience has been the same, with the result of an ever-expanding list of organizations, overlapping somewhat in interests and in personnel, yet each having its particular domain to cultivate, and each contributing from its individual vantage point to the growing fund of scientific knowledge.

A limited number of these societies—mainly older ones—bear some resemblance to the typical European academy.² They have a closed membership; they include workers in widely separated fields, both in natural science and in the humanistic sciences; they are organized in departments or sections, corresponding to the diverse disciplines represented in their membership. Of such nature is, for example, the American Academy of Arts and Sciences (See p. 101). The bulk of the organizations—including some which are termed academies, e.g., the American Academy of Political and Social Science (See p. 104), the Academy of Political Science in the City of New York (See p. 105), and even the Medieval Academy of America (See p. 101)—are rather, however, of the characteristically American sort. They have to do with only a single main field of knowledge, large or small; they admit any person who has sufficient interest to apply (or to permit himself to be nominated) and to pay nominal dues; and while they are directed by and function through the active, professional element in their membership, they have a passive, lay membership which in point of numbers is often considerably the greater part. In many of the organizations, e.g., the American Philosophical Association, the Modern Language Association, the American Political Science Association, and the American Sociological Society, the active, working membership consists almost exclusively of men and women who are engaged in teaching the respective subjects in the colleges and universities. It is they who attend the annual meet-

² See "The Work of European Academies," in George E. Hale, *National Academies and the Progress of Research* (1915), 1-56.

ings, fill the offices, man the committees, and write for and edit the publications.³

By the same token, it is this professional element in the associations that carries on most of the research work undertaken in the respective fields. Few of the non-academic members are specially interested in research; fewer still are competent to engage in it. Speaking broadly, therefore, the college and university professors whose research interests, opportunities, and difficulties have been in the forefront of attention in the preceding chapters of this report are the same people who, appearing in new intercollegiate, nation-wide groupings in the learned societies, are in mind in the present chapter. By and large, whatever is done toward the advancement of knowledge by the societies is done by the members of academic faculties—a circumstance which enormously enhances the significance of whatever support or lack of support is given creative scholarship in the academic world.

As will appear from the data to follow, few of the societies, even older ones, have, as such, much machinery for research or any considerable funds which can be used for research purposes. Many are engaged in, or are looking forward to, special efforts to obtain sizable endowments, partly or mainly with a view to extending research and publishing its results. Anything beyond the most modest success in these efforts, is, however, outside the limits of present probability. The foundations have been hesitant about entering the field of endowing learned societies as such; and many scholars are frankly uncertain as to the extent to which it is practicable for the average society, as an organization, to initiate and carry out research projects. It may prove that the function of the learned society is in the future to be mainly, as it certainly has been in the past, to foster the research spirit, to accord recognition to worthy research men and projects, and to lend moral support to investigative work in the universities, the institutes and bureaus, rather than itself to become a research body. But even in that case, there is much that many of the organiza-

* "These semi-popular societies, membership in most of which is open to all, might at first sight appear hardly to deserve the appellation of 'learned'; a closer view, however, shows their activities to be scholarly as to purpose and scientific as to method, and to be directed by those of their members who are recognized as the most expert and the best qualified in their respective branches. Open membership does not, therefore, cheapen the societies nor debase their product, but rather enables them to exert a wider educational influence than might be possible if their membership were confined to the professional element." Waldo G. Leland, in *International Conciliation*, No. 154, p. 449 (Sept., 1920).

tions can do to serve the cause beyond anything that has been accomplished, or even attempted, in the past.

The following descriptions of the research interests and activities of forty-six important—though, of course, by no means equally important—societies will serve to illustrate present conditions and tendencies.⁴ In the present chapter, certain societies of rather wide and general range are treated; in the next one, societies that have to do primarily, or exclusively, with particular fields of learning.

I. AMERICAN PHILOSOPHICAL SOCIETY.

Arthur W. Goodspeed, secretary, University of Pennsylvania, Philadelphia, Pa.

Founded by Benjamin Franklin in 1727, this is the oldest learned society in the United States and one of the oldest in the world.⁵ It has played, particularly in earlier days, an important rôle in the development of intellectual life in the western hemisphere. Learning two hundred years ago had not yet attained any considerable degree of specialization; the "philosopher" was expected to turn his mind loose, to discuss anything, and to publish whatever occurred to him. And, in keeping with its earlier character, the Philosophical Society does not even now specialize in its membership or interests. Only persons of distinct scientific achievement are, however, admitted, and in numbers not to exceed fifteen in any one year. Practically all branches of learning are represented, and subjects of wide variety are discussed at the monthly and annual meetings, held in the Society's historic and richly equipped home in State House Square, Philadelphia. The results of researches carried on by individual members, together with papers contributed by outside scholars at the annual meetings, are published in the *Transactions* and the *Proceedings*, and two funds are maintained for rewarding research.

* State and local historical societies are omitted, although certain of them carry on, or aid in, research work of considerable importance. Among these are (1) the Massachusetts Historical Society (R. B. Merriman, secretary), (2) the New York Historical Society (A. J. Wall, librarian), (3) the Michigan Historical Commission (G. N. Fuller, secretary), (4) the State Historical Society of Wisconsin (Joseph Schafer, superintendent), (5) the Illinois State Historical Society (Mrs. Jessie P. Weber, secretary), (6) the State Historical Society of Iowa (B. F. Shambaugh, superintendent), and (7) the Minnesota Historical Society (S. J. Buck, secretary). For a descriptive directory of historical societies, arranged by states, see *Handbook of American Historical Societies*, published by the Conference of Historical Societies in 1926. On the library resources of these organizations see pp. 373-375 below.

⁵ Its founding is interestingly described in the racy prose of Franklin's *Autobiography*.

One of the latter falls in the domain of natural science, but the income of the other—the Henry M. Phillips Prize Essay Fund (\$5,000)—is used in awarding an occasional prize for the best essay representing original work on a topic in the science and philosophy of jurisprudence. There is no research committee.

2. AMERICAN ACADEMY OF ARTS AND SCIENCES.

Charles B. Gulick, secretary, Harvard University, Cambridge, Mass.

Next to the American Philosophical Society, the American Academy of Arts and Sciences is the oldest scientific body in the United States. It was chartered by the state of Massachusetts in 1780 "to cultivate every art and science which may tend to advance the interest, honor, dignity, and happiness of a free, independent, and virtuous people"; and it has numbered among its members most of the leading scholars and men of affairs of Massachusetts, and a large number resident in other states. There are three groups of members, i.e., fellows (limited to six hundred), associates, and foreign honorary members; and the membership is further divided into three classes, corresponding to the "physical and mathematical," the "natural and physiological," and the "moral and political" sciences. Each class is divided into four sections, and members are elected definitely to the class and section "in which they are severally proficient." Election is based on nomination by members and implies recognition of scholarship and professional eminence. The Academy has no research committee and does not, as an organization, engage in research work. It, however, administers a trust founded by Count Rumford for the advancement of knowledge of light and heat, and is also custodian of the C. M. Warren Fund. From the income of these funds it is able to defray the cost of various publications in natural science and to make considerable yearly grants in aid of physical and chemical research. The Academy has a building of its own and a library of some fifty thousand books and pamphlets. Its research services of a direct character are rendered almost exclusively, however, to natural, as distinguished from humanistic and social, science.

3. MEDIEVAL ACADEMY OF AMERICA.

John Marshall, executive secretary, Lehman Hall, Harvard University, Cambridge, Mass.

As a leading American medievalist has observed, the establishment of this organization is an encouraging sign of the times.⁶ It

⁶ E. K. Rand, in *Speculum*, I, 3 (Jan., 1926).

betokens a rather unsuspected vitality of fundamental humanistic learning—a devotion to culture of a broader and deeper sort—in America in an age that has seemed bent, even in its intellectual activities, upon the immediate and the practical; it also brings into play in a domain hitherto cultivated almost entirely by individual and isolated effort, certain of those devices of organization and coöperation which nowadays are being employed with telling effect in other branches of scholarship. The Academy, founded in 1925, is too new to have an imposing record of achievement. But in its origins, organization, purposes, and interests it represents a genuine contribution to the advance of learning; and as such it merits comment.

The chain of events that culminated in the creation of the Academy began with the presidential address of Professor John M. Manly before the Modern Language Association of America in December, 1920. As is recorded in another place,⁷ Professor Manly in this address commented pointedly upon the lack of concerted research work in the linguistic field and urged that a series of committees or sections be set up to develop plans for large coöperative investigations and to devise methods of securing adequate financial support. The suggestion was promptly acted upon, and one of the resulting groups, organized in 1921, with "the influence of Latin culture on medieval literature" (later broadened to "medieval Latin studies") as its field or subject, became the nucleus of the Medieval Academy. A number of activities were undertaken in 1922, among them a survey of the condition of Medieval-Latin studies in the graduate schools of the country, and by 1923 interest had so far developed that need was felt for not merely a group concerned with medieval Latin linguistics and literature but an organization to include workers in all sorts of medieval subjects—history, philosophy, art, archaeology, science, and what not. Already the original connection with the Modern Language Association had been outgrown, and a logical step was taken in transferring the affiliations of the group, somewhat changed in personnel, to the American Council of Learned Societies, of which organization it, in 1923, became a standing committee. Under the new ægis, the committee interested itself in several projects, e.g., the preparation of a new Medieval-Latin Dictionary,⁸ the compilation of a bibliography of Medieval-Latin materials in American libraries, and the establishment of a

⁷ See p. 120.

⁸ Professor C. H. Beeson, of the University of Chicago, became chairman of a special committee charged with America's part in an international project on this subject.

journal devoted to medieval studies. It also secured financial support from the Council of Learned Societies for an annual bulletin on the progress of medieval studies in the United States, which Professor J. F. Willard, of the University of Colorado, began publishing in 1923. Finally, in 1925, the committee, backed by the Council of Learned Societies, took steps which led, first, to the establishment of *Speculum*, the proposed journal, and, second, to the incorporation of a new organization christened the Medieval Academy of America. In 1926 the Academy became one of the fifteen constituent societies in the Council of Learned Societies.

As stated in the Agreement of Association, the purposes of the Academy are as follows: "to conduct, encourage, promote, and support research, publication, and instruction in medieval records, literature, languages, arts, archaeology, history, philosophy, science, life, and all other aspects of medieval civilization, by publications, by research, and by such other means as may be desirable, and to hold property for such purpose." The membership (numbering 761 at the close of 1926) consists of fellows, corresponding fellows, sustaining members, life members, contributing members, and active members. The organization's quarterly, *Speculum, a Journal of Medieval Studies*, has taken high rank among scholarly publications, and the several activities of the former committee are being carried forward as rapidly as resources, which are still limited, will permit. It is hoped that funds—eventually a million dollars—may be secured which can be used in enabling scholars to complete important investigations, and in supporting the publication of monographs and books such as hitherto have been published abroad or at the partial expense of the author. The Academy does not aim to take over or compete with the activities of any institution, incorporation, or learned society now in existence. It regards its function as rather that of "a coördinating office, a national and international clearing-house for all matters medieval."⁹ There is probably no learned society in the country which is devoted more singlemindedly to the promotion of research.

4. BIBLIOGRAPHICAL SOCIETY OF AMERICA.

Augustus H. Shearer, secretary, Grosvenor Library, Buffalo, N. Y.

This organization, which is an outgrowth of the Bibliographical Society of Chicago, was formed in 1904 at St. Louis. Its object is

⁹ G. R. Coffman, "The Medieval Academy of America: Historical Background and Prospect," *Speculum*, I, 5-18 (Jan., 1926).

the promotion of bibliographical research and the printing of bibliographical lists and data. The Society holds two meetings a year, one in June, which is usually held with the American Library Association, and the other in the winter, held either with the American Library Association Council at Chicago or with some other learned society at its Christmas meeting, such as the American Historical Association, the American Association for the Advancement of Science, or the Classical Association. The membership of the Society is about three hundred. Publications consist mainly of the *Papers*, of which eighteen volumes have been issued. These contain chiefly papers read at the meetings; but Volume XIV, Part 2, is on French newspapers in the United States before 1800, and Volume XVII, Part 2, is on sixteenth-century books. One of the most important pieces of work that the Society has sponsored was a census of incunabula, published in 1915. Aided by a grant of \$7,500 from the Carnegie Corporation, the Society is at present engaged upon the preparation and publication of a continuation of Sabin's "Dictionary of Books Relating to America," which had ended with John Smith (Volume XIX, Part 1). The Society is strictly a research organization; and, although for a number of years it was somewhat inactive, it now gives evidence of renewed spirit and vigor. If plans of certain interested persons carry, it will gradually take over most or all of the research work hitherto devolving upon the American Library Association.

5. AMERICAN ACADEMY OF POLITICAL AND SOCIAL SCIENCE.

*J. P. Lichtenberger, secretary, University of Pennsylvania, Philadelphia,
Pa.*

This Academy was organized in 1880 and has a present membership of about 9,500. It is primarily a forum for the discussion of political, economic, and social questions, whether at meetings held in Philadelphia or through the medium of tri-monthly issues of the *Annals of the American Academy of Political and Social Science*, each devoted to some topic of national or international importance. Now and then the Academy authorizes and sponsors a research project and publishes the results in the *Annals*. Professor Carl Kelsey's investigation of American intervention in Haiti and the Dominican Republic and Professor E. M. Patterson's study of conditions in western Europe (both published in the *Annals* in 1922) have been the principal undertakings of the kind to the present time,

aside from a study of installment buying in the United States recently made by Dr. W. C. Plummer. Professor Patterson has lately been commissioned to make another special study of European conditions, as they are today after nine years of peace. The Academy has also been instrumental in publishing studies carried out under the auspices of the Department of Industrial Research, University of Pennsylvania (See p. 200).

6. ACADEMY OF POLITICAL SCIENCE IN THE CITY OF NEW YORK.

Ethel Warner, executive secretary, Fayerweather Hall, Columbia University, New York City.

Founded in 1880 (incorporated in 1910) as an agency for "the cultivation of the political sciences and their application to the solution of political, economic, and social problems," this organization exists to inform and mould public opinion rather than to engage in research in any strict sense. Its present membership of 6,300 (including approximately one thousand libraries) is mainly in the eastern parts of the country, but yet sufficiently widespread to make the Academy a truly national institution; and there are many members in foreign lands. Originally, membership was restricted to actual students of politics, economics, and other social sciences; but for many years any interested person has been eligible. Income, amounting to \$34,590 in 1926, is derived chiefly from membership dues and sales of publications, but is usually also drawn, to the extent of ten or fifteen per cent, from solicited contributions. Work is carried on entirely by means of meetings and publications. Of the former, two are held regularly every year, each including several sessions; and as a rule each is devoted to papers, addresses, and discussions upon one or two outstanding political, economic, or sociological topics. On certain occasions—as in May, 1926—a meeting takes the form of an international conference, attended by numerous invited guests, both American and foreign. The regular publications are two: *Proceedings*, of which a volume is issued following each semi-annual meeting, and the *Political Science Quarterly*, edited for the Academy by the faculty of political science of Columbia University. The addresses at the meetings are frequently of a semi-popular nature, but the contents of the *Quarterly* commonly bear the earmarks of painstaking research and sound scholarship.

7. NATIONAL INSTITUTE OF SOCIAL SCIENCES.

Rosina Hahn, secretary, 280 Madison Ave., New York City.

This organization, since its establishment in 1912, has functioned under the charter of its parent society, the American Social Science Association, organized at Boston in 1865. Its object is "to promote the study of social science and to reward distinguished services rendered to humanity, either by election to the National Institute or by the bestowal of medals or other insignia." A journal is published, and occasional meetings are held, especially for the awarding of medals. No research work, however, is undertaken; and it cannot truly be said that the Institute—contrary to what the European scholar encountering the name might expect—makes any (except perhaps some very indirect) contributions to the advancement of knowledge. Its membership is honorary and its function mainly ceremonial.

**8. AMERICAN ASSOCIATION FOR THE ADVANCEMENT OF SCIENCE,
SECTION K.**

Frederick L. Hoffman, secretary, Babson Institute, Babson Park, Mass.

This Section (on "social and economic sciences"), established in 1881 as Section I (on "economic science and statistics"), serves as one of the multiplying links between workers in the natural sciences and those in the humanistic and social studies. Its membership, while including many important scholars in the last-mentioned fields, is, however, only about 650; and the organization is likely to continue to be handicapped by being obliged to compete with other societies that severally represent the diverse major interests of most of its members, and with other coördinating organizations that are better equipped financially, e.g., the Social Science Research Council. Section K has no funds to devote to research, although its officers express a desire for sums which might be used in aiding particularly deserving projects and in awarding prizes in recognition of specially meritorious investigations; and at present its assistance to research is practically limited to the holding of annual meetings at which men and women who have been engaged in original work can report, in papers or discussions, the results of their work. The 1925 meeting at Kansas City was devoted to papers—more than a score in all—discussing research methods and reporting research results in a wide range of subjects and situations, relating, however, in the main to agriculture and industry. The secretary, indeed, describes

the organization as leaning "strongly toward interesting business men in its objectives." The 1926 meeting was devoted to the crime situation and the problem of law enforcement.

9. AMERICAN COUNCIL OF LEARNED SOCIETIES.

Waldo G. Leland, permanent secretary, 703 Insurance Building, 907 Fifteenth St., Washington, D. C.

This federation of fifteen learned organizations devoted to humanistic and social sciences was formed in 1919 (incorporated in 1923) primarily with a view to bringing into existence a unified organization capable of representing American scholarship in the recently established International Union of Academies.¹⁰ This function has been continuously and adequately performed in the past eight years. Quite apart from the international aspects of scholarship, however, the Council soon found a large field of usefulness in bringing the separate organizations of historians, economists, political scientists, sociologists, archaeologists, philologists, and philosophers into closer relations and promoting the interests of the several groups on coöperative lines and in ways hardly within reach of the societies individually; indeed, the original object, while by no means lost sight of, may be said to have become a detail in this larger problem or task. The Council is strictly a representative body, the agent of its constituent societies. Its members are elected by the societies (two from each) for four-year terms, and its administrative authority is an executive committee of five which the Council appoints.

Outside of something like \$1,000 a year accruing from contributions by the constituent societies at the rate of five cents per member, the Council's resources consist entirely of subventions from organizations and individuals interested in its work. With the exception of one large grant to be mentioned presently, the list of these subventions to date (1927) is as follows: (1) from the Carnegie Corporation of New York, \$26,000 in 1924-26 for miscellaneous activities; (2) from the Laura Spelman Rockefeller Memorial Foundation, \$5,000 in each of the years 1926, 1927, and 1928 for grants in aid of research, and \$25,000 in 1927 (jointly with the American Library Association) for preparation of a list of serial publications of foreign governments; (3) from Mr. John D. Rockefeller, Jr., \$10,000 in 1927 (paid to the American Historical Associa-

¹⁰ Waldo G. Leland, "The International Union of Academies and the American Council of Learned Societies," *International Conciliation*, No. 154 (Sept., 1920).

tion for the American Council of Learned Societies) for a study of linguistic and national stocks in the population of the United States; and (4) from the General Education Board, \$25,000 a year for five years, in 1926, to defray general administrative expenses. These amounts are relatively small, but they have enabled some important work to be done and a good deal more to be planned. The Council has developed its policies slowly and conservatively, and has not yet asked for really large sums except in the case of a subvention of \$500,000 granted in 1925 by the New York Times Company to make possible the preparation of a comprehensive and scholarly Dictionary of American Biography.

All of the Council's activities have to do directly with the promotion of scholarship in the humanistic and social fields. Some of them, e.g., sharing in the preparation of a *Corpus Vasorum Antiquorum*, a Dictionary of Medieval Latin, and plans for a Dictionary of Indonesian Customary Law, are international in character; many others, e.g., the preparation of the Dictionary of American Biography (now actively in progress), the compilation of a Catalogue of Foreign Manuscripts in American Libraries, the establishment of *Speculum* (now become the organ of the Medieval Academy of America, as noted on p. 103) and coöperation with the National Research Council and the American Library Association in the compilation of a list of serial publications of foreign governments, are carried on solely as American enterprises. Another piece of work which is of interest to scholars is the first survey of American learned societies—their history, activities, publications, resources, etc.—ever undertaken;¹¹ and still more directly in the service of productive scholarship are (1) the survey of research which is reported upon in the present volume, and (2) grants in aid of research, in sums not exceeding \$300, on the basis of a subvention of \$5,000 a year for three years by the Laura Spelman Rockefeller Memorial Foundation. These grants are administered by a special committee on aid to research, of which Dean G. S. Ford, of the University of Minnesota, is chairman, and are intended for the assistance of established scholars in such matters as travel, stenographic assistance, copying, photographs, maps, charts, compilations, etc. The first awards were made for the year 1926, to twenty-one workers—all professors or instructors in American colleges and universities.¹² These grants are, of course,

¹¹ See p. 5.

¹² The list is in *Bulletin of American Council of Learned Societies*, No. 5 (May, 1926), 52-53. The second awards, made for 1927, and also twenty-one

very modest; but as all scholars know, important pieces of work can often be expedited and the worker relieved of much stress and embarrassment by an allowance of even two or three hundred dollars. It is significant, too, that in at least two instances last year the Council's grant was duplicated from a local source; and it may well come about that the advantage of such a grant will consist almost as much in the stamp of approval placed on a project by a competent and cautious committee of awards (thereby increasing the chances of local aid) as in the money directly received. Confirmation of this expectation is afforded by another experience during the year, in which a professor of Greek in an eastern college (Wesleyan University) placed before the Council one project already approaching completion and another requiring several years of work, and the Council, after endorsing both, was instrumental in procuring the underwriting of a sum of \$2,000 by the college trustees for the smaller task, with a view to itself trying to obtain the necessary support for the larger one.¹⁸

The Council does not expect directly to undertake research work, except in so far as bibliographical and other activities entrusted to committees may be regarded as such. On the other hand, it does not propose to confine its attention and assistance solely to projects brought to it from the outside. It has in mind to initiate, mature, and arrange for occasional large research undertakings which would normally have to be sponsored by an organization with broader attachments than any one of the constituent societies, or any research institute or bureau. Of such character is a project now under consideration for a systematic investigation of the cultural relations between Europe and America, in their economic, social, political, legal, religious, philosophic, linguistic, literary, and scientific aspects—a subject upon which much has been, and is now being, done, yet without covering the field in a really comprehensive way and according to a carefully matured plan. A committee to consider the feasibility of a program of research in this richly promising domain was appointed in 1926. A somewhat related project is in process of development by a recently created committee on racial, linguistic, and

in number, are listed in the same publication, No. 6 (May, 1927), 54-55. It is a somewhat surprising, not to say depressing, commentary on the support of research in the universities that applications for these grants—in amounts as small as \$200, or even less—are received from scholars of national reputation, even from heads of departments in such institutions as Chicago and Stanford.

¹⁸ *Bulletin of American Council of Learned Societies*, No. 5 (May, 1926), 30.

national stocks in the population of the United States; also a project for studies in the field of native American languages, on which there is a Council committee, a committee of execution, and an advisory board.¹⁴

IO. AMERICAN COUNCIL ON EDUCATION.

*Charles R. Mann, director, David A. Robertson, assistant director,
26 Jackson Place, Washington, D. C.*

Like the National Research Council (See p. 168), the American Council on Education was organized to meet national needs during the World War, and afterwards was reconstructed and broadened with a view to permanent service in time of peace. It has three classes of members: (a) constituent, comprising about a score of national or regional organizations such as the Association of American Universities, the American Association of University Professors, etc., (b) associate, i.e., some fifteen kindred organizations specially elected to membership, and (c) institutional, being chiefly colleges, universities, and professional and technical schools, to a number of more than two hundred. On one basis or another, almost all of the more important learned and educational organizations and agencies of the country are thus included. Funds are obtained from dues of members, subventions from various foundations, and other sources, in such amounts that the general budget for 1926-27 was \$205,740.45. An executive committee of ten members (President Walter Dill Scott, of Northwestern University, chairman) is in general charge of the organization's affairs.

The Council does not undertake research in its own Washington headquarters, and, if not strictly a learned "society," is also not precisely a research institute. One of its principal functions is, however, to stimulate research by the creation of active committees to conduct coöperative investigations in various educational fields. It undertakes also to distribute the results of research among the membership of its constituent and affiliated organizations. At one of its meetings in 1926 sixty-four problems for coöperative study were submitted by ninety-two institutional members as suggestions for future work. An analysis of these problems was presented in the Council's journal, the *Educational Record*, for October of the year

¹⁴ The transactions of the Council are reported in its *Bulletin*, the sixth number of which was issued in May, 1927. The constitution and a directory of constituent societies, with their officers and delegates, will be found in each number.

mentioned, and inasmuch as it was found that the great majority of these were related to defining specific objectives of education and appraising the abilities of students, two large research projects have been started, one a series of studies by a newly created committee on personnel methods, financed by a grant from Mr. John D. Rockefeller, Jr.'s, Benevolent Fund, and the other a preliminary inquiry into the needs and demands of the varied occupations in life, also supported by Mr. Rockefeller. A comprehensive study of the teaching of modern foreign languages has lately been completed under the Council's auspices by a representative committee on direction and control, with Professor R. H. Fife, of Columbia University, as chairman.¹⁵ Important work is being done, also, on the coördination of agencies involved in international educational relations. The Institute of International Education (2 West 45th St., New York City, Stephen P. Duggan, director) has become a member of the Council and is now its administrative agent in this particular field.¹⁶ A comprehensive volume entitled "American Universities and Colleges," prepared by D. A. Robertson (New York, 1928) furnishes information on research facilities in universities and colleges, supplementing in a useful way the data brought together in the present book.

II. AMERICAN ASSOCIATION OF UNIVERSITY PROFESSORS.

H. W. Tyler, secretary, Massachusetts Institute of Technology, Cambridge, Mass.

This organization was formed in 1914 to promote the professional interests of college and university teachers and to serve the cause of higher education in which they labor. It has a present membership of about 6,000; it holds annual meetings and maintains a long list of committees having to do with almost every major aspect or problem of college and university affairs; and it publishes a *Bulletin* in which are to be found not only records of formal transactions but committee reports and excerpts from addresses and articles discussing educational topics in a significant way.¹⁷

¹⁵ R. H. Fife, "The Modern Foreign Language Study in the United States" and M. A. Buchanan, "The Modern Foreign Language Study in Canada," both in *Educational Record*, VIII, 251-276 (October, 1927).

¹⁶ See D. A. Robertson, "International Relations," *Educational Record*, VI, 13-18; "International Educational Relations of the United States," *ibid.*, VI, 99-150; "International Educational Relations," *ibid.*, VII, 46-59, 202-218, VIII, 193-195.

¹⁷ The spirit and method of the Association are clearly set forth in the presidential address of Professor O. A. Leuschner at the 1925 meeting. *Bulletin of Amer. Assoc. of Univ. Professors*, XII, 90-99 (Feb.-Mar., 1926).

Concerned as it is primarily with promoting the efficiency of teaching and raising the level of scholarship, the Association naturally interests itself in the progress of research, and especially in the improvement of conditions surrounding creative work in institutions of learning. A standing committee on the encouragement of university research—known briefly as Committee R—was created in 1917 “to inquire into the provisions now operative for releasing the energies of professors in behalf of research and creative work, and to consider and propose recommendations for a university system to accomplish the desirable purpose of securing ample time for these pursuits”; and such a committee has been in existence, and at least intermittently active, during these past ten years.¹⁸ Finding that the matters to which it intended to address itself were already under investigation by two other agencies,¹⁹ Committee R at first fell back upon a policy of waiting for new problems to arise. In 1918, however, it conducted an inquiry, by the questionnaire method, into the current state of research—especially as related to the graduate student, and the facilities offered him for work—and in 1919 a tentative report was submitted presenting a number of important recommendations.²⁰ A continuation report, touching briefly upon the teaching hours of professors in graduate schools, the differences between graduate schools and colleges, and the problem of publication, was submitted in 1921.²¹

In view of the special attention given research in the natural sciences by the American Association for the Advancement of Science and by the National Research Council, it was decided some years ago that Committee R should concentrate its efforts largely upon research in the humanities; and of late practically all of its members have been drawn from these fields. Thus constituted, the committee, under the chairmanship of Professor W. A. Oldfather, of the University of Illinois, prepared a brief but important statement on the conditions and needs of humanistic research, and presented it, with certain accompanying documents, to the Association

¹⁸ The chairmen have been: E. W. Brown, of Yale University, 1917-18; W. A. Nitze, of the University of Chicago, 1918-20; A. C. L. Brown, of Northwestern University, 1920-22; and W. A. Oldfather, of the University of Illinois, 1922 to the present time.

¹⁹ A sub-committee of the National Research Council on research in educational institutions and a sub-committee, on the same subject, of the Committee of One Hundred of the American Association for the Advancement of Science.

²⁰ The questionnaire is printed in *Bulletin of Amer. Assoc. of Univ. Professors*, IV, 7, (May, 1918), and the report in *ibid.*, V, 11-17 (Mar., 1919).

²¹ *Bulletin*, VIII, 27-40 (Apr., 1922).

as a formal report at the Chicago meeting of 1925.²² The state of humanistic research in the universities was pronounced, in general, unsatisfactory, and the tendency of extra-academic research institutions to multiply, and of donors to turn funds to them rather than to university agencies of investigation, was made the basis of pointed comment on the possible "drying up" of research in the universities, to the detriment of the professor's calling and of research itself.²³ The high point in the report was a resolution calling for a "fact-finding survey" of the status of humanistic research in the United States, as a prerequisite to any intelligent effort to put humanistic scholarship on an improved basis. Pointing out that such an inquiry, even if confined to the humanities, would "require a great deal of time, and the services of competent, well-known, and universally respected investigators," and "would cost a large sum of money," the committee made clear that it was in no position to do the work, and recommended that the Association direct the executive committee to bring the matter to the attention of "the recognized national agency or agencies that, in its judgment, would be most competent and best fitted to conduct such a survey in the near future." Attention was called to a request on similar lines recently directed to the trustees of the Carnegie Corporation by the American Council of Learned Societies—a request which eventuated in the survey described in the present volume. The committee's report was adopted by the Association and made a matter of record, but it was decided that no steps should be taken toward launching a survey until the investigation by the American Council of Learned Societies, then about to be started, should have been brought to completion.

Throughout 1926 Committee R gave farther attention to the effects already felt, or to be anticipated, from "the tendency to organize research and provide for its support through extra-academic foundations, societies, and industrial plants." The subject was considered, not with reference to the progress of research in general, but in relation to the prospects of research as a university function. Definite conclusions were not reached, but in a report submitted at the Philadelphia meeting of the Association in December the chapters in the various colleges and universities were asked to give thought to the subject, and, in particular, to report to the committee the prevailing views concerning (1) the danger that research will gradually be drawn off from academic into non-academic insti-

²² Printed in full in *Bulletin*, XII, 122-129 (Feb.-Mar., 1926).

²³ See p. 68 above.

tutions, (2) the likelihood that, in such an event, the burdens of teaching and administration will be markedly increased for the individual instructor, and (3) the probability that "a reduction in the amount of research conducted in the physical and natural sciences in the universities and colleges will entail a corresponding reduction of support for research in the humanistic subjects without a compensating increase in such support from the side of extra-academic agencies." It is expected that the subject will receive attention locally during the current year and that, thus aided, the committee will prepare a fuller report in the near future.²⁴

²⁴ Some aspects of this problem are considered below. See pp. 155-163.

CHAPTER VIII

LEARNED SOCIETIES AND RESEARCH: SOCIETIES DEVOTED TO PARTICULAR DISCIPLINES

a. ARCHÆOLOGY¹

I. ARCHÆOLOGICAL INSTITUTE OF AMERICA.

Rollin H. Tanner, general secretary, New York University, University Heights, New York City.

THIS institute was founded in 1879 and incorporated in 1906. Its membership of 2,900 is of two general types, i.e., persons professionally engaged in archæological studies and persons who as laymen take a general interest in archæological discoveries and discussion. The organization is one of the most vigorous among those falling within the scope of the present survey, and although it stands urgently in need of more generous support, its activities are exceptionally ambitious and varied. It holds an annual meeting for the hearing of reports from the field and the reading and discussion of research papers. It establishes and encourages local or regional archæological societies, of which there are now forty-five in various cities of the United States and Canada. It maintains research fellowships, each paying \$1,000 a year, in the fields of Greek archæology, Biblical archæology, and early Christian, medieval, and Renaissance studies. It sends out, and pays the expenses of, lecturers who visit the local societies and appear before university and general audiences. In addition to certain literature of a semi-popular nature—chiefly an illustrated monthly, *Art and Archæology*—it publishes a scientific quarterly, the *American Journal of Archæology*, which provides an appropriate, although insufficient, outlet for research articles by members and others, and an annual *Bulletin* containing reports of the officers and schools. It has a research commission, or committee, of eleven members, with the president of the Institute, Professor R. V. D. Magoffin, of New York University, as ex-officio chairman. And it maintains close working relations with a number of archæo-

¹ Various state and local archæological societies are not dealt with here. Among them may be mentioned the New York State Archæological Association, the Ohio State Archæological and Historical Society, and the Wisconsin Archæological Society. For archæological institutes and museums, see p. 180.

logical schools which in times past it either established or took over and reorganized.

A list of these schools is as follows: (1) the American School of Classical Studies at Athens, founded by the Institute in 1881 and incorporated in 1886; (2) the American School of Classical Studies in Rome, founded by the Institute in 1895 and consolidated with the American Academy in Rome in 1913; (3) the American Schools of Oriental Research, incorporated in 1921 and operating the School in Jerusalem, founded by the Institute in 1900, and the School in Bagdad, founded in 1923; (4) the School of American Research, founded at Santa Fé, New Mexico, by the Institute in 1907, incorporated in 1917, and in charge also of the Museum in San Diego; and (5) the American School of Prehistoric Research, founded in 1921 and incorporated as an Institute school in 1926. These various schools are separate corporations and have their own boards, staffs, and budgets, but at the same time they are closely linked up with the Institute, which maintains a "managing committee" for each of them; and in recent years the relation has been gradually becoming closer. The schools serve as active centers of excavation and field work, and every student enrolled is necessarily pursuing research in connection with his studies. Systematic reports of what is done in the schools appear in the Institute's *Bulletin*, and completed products of research are issued in the *Journal* or as monographs. Projects initiated by the Institute, or submitted to and endorsed by it, are usually passed on to the appropriate school for execution, although occasionally the Institute itself, or even one of its local societies, assumes direct management. In any case, the Institute, as the central unifying agency, has some share of the responsibility, and of course profits by the results. All of the schools have large projects in view, by far the most ambitious being the plan of the School of Classical Studies at Athens for the excavation of the Athenian *agora*, or market-place, undoubtedly the most important unexcavated site remaining in the world. Successive governments in power at Athens in the past five years have been favorably disposed toward this undertaking, and in October, 1927, it was announced at New York that an anonymous donor had underwritten the entire enterprise and that work would accordingly start in 1928 or 1929. The area to be uncovered is about twenty-five acres, and the cost is estimated at \$2,500,000.

For some years after the war the Institute was embarrassed by a considerable deficit, but this difficulty has now been practically overcome. Grants by the Carnegie Corporation and Mr. John D. Rocke-

feller, Jr., have aided materially in the preparation and publication of an extensive series of studies on the mythology of all races. The Institute stands in need, however, of greatly increased endowment, not only to enable its research commission to push projects which at present are impossible, but to improve and extend its publication activities, to increase the number and amount of its fellowships, and further to develop its lecture system. Two or three years ago a movement was started to obtain an endowment of \$100,000 for the *Journal* and more recently the amount sought has been doubled in order so to improve the *Journal* in format, pagination, and illustrations that it will be the equal of any of the foreign journals now in the field. An endowment of \$25,000 is also sought for the *Bulletin* with a view to more adequate provision for not only the magazine but scientific publication in general. Somewhat more than one-tenth of these sums has thus far been secured. Almost any amount of money could, of course, be used to advantage in excavation; although it is to be expected that most sums given for this purpose will be bestowed directly upon some one of the schools, the General Education Board has developed a keen interest in the schools, particularly those at Athens and Rome, and in October, 1927, it became known that half a million dollars had been set aside by this organization for studies to be based largely on the excavations in the Athenian *Agora*.

"The Institute," writes the general secretary, "is pressed constantly with requests to give specific financial assistance to worthy research projects, including excavations, explorations, library research, and publication. We have not found the necessary money rapidly enough to take the place which the Institute ought to occupy as the general overseer and director of the archæological projects of the country. Hence there has grown up the practice of carrying out a great many archæological enterprises in a small way by private individuals. Because the Institute has not been in a position to furnish the funds or contribute to them, it has had nothing to say as to the way in which these projects are carried out. The result is that some abuses have crept in. We have as yet found no efficient way in which to check the activities of some untried excavators whose chief interest is to find material for a lecture trip in this country in connection with which they may exploit the public. Their work is usually unscientific and unsound. The public usually cannot distinguish between their work and ours. Our Institute ought to have at its disposal a really sizeable research fund so that whenever an individual finds

himself in possession of valuable opportunities to excavate and explore, and appeals to the Institute for coöperation, we can accept such an offer and make such contribution to the work as will entitle us to place a trained archæologist, working under the Institute or one of its schools, in charge of the enterprise. This coöperation and direction would be most welcome to almost all individuals who become interested in such work, but the only way in which we can carry it out effectively seems to be through the ability to share in the cost of the undertaking. Our publication funds are as yet inadequate to the publication of the mass of worth-while material. Instead of one scientific quarterly covering all of our fields of interest, we really ought to have one in each field. There should also be a revolving publication fund of sufficient size to enable us to assist in the printing of many worth-while publications which cannot be accepted by the commercial publishers as good money-making enterprises. A small revolving fund which we now have will be tied up for some time in the 'Mythology of all Races,' and other important projects are pressing for consideration. I believe it is the sense of the members of our society that the Institute ought to have large funds for the purposes indicated and to support directly a great deal of research which is now being done independently. Of course our established schools will always direct research projects which come within their particular fields. There are many fields, however, not covered by our schools in which the Institute could work with great advantage and with splendid scholarly results if funds were available for the purpose.

"Historically, the schools in Athens, Rome, Jerusalem, and Santa Fé were founded, and developed in their early stages, by the Institute. Each of these schools, as it grew, found it desirable to incorporate in order to secure and hold property and endowment funds, and was allowed by the Institute to do so. It has been easier to raise money for the schools than for the parent institution itself, and the endowment and holdings of each of these schools now far exceed those of the Institute. . . . In spite of the cordial coöperation between the Institute and its schools, their development as separate legal entities has unavoidably operated to detract from the influence and prestige of the parent body, a result which is deplored by the managing officers of the schools as well as by the Institute itself. It is highly desirable that the future development of our archæological interests shall be so directed as to bring about a closer unity between the Institute and its schools. This goal can be attained only as the Institute acquires

the ability to make more and more substantial contributions to the work of the separate schools."

b. PHILOLOGY

2. AMERICAN ORIENTAL SOCIETY.

Charles J. Ogden, secretary, 628 W. 114th St., New York City.

This society, dating from 1842, has as its object "the cultivation of learning in the Asiatic, African, and Polynesian languages, as well as the encouragement of researches of any sort by which the knowledge of the East may be promoted." It holds annual meetings at which numerous papers, largely embodying the results of research, are read in person or by title; and it publishes a quarterly *Journal* in which the papers, with some other materials, find assurance of preservation. The subject matter is mainly linguistic, but historical, geographical, and even political and economic, topics occasionally appear. There is no research committee, and no research fund. So far as research in the field is organized at all, it concentrates itself around the activities of Orientalists in universities, theological seminaries, and museums. The Oriental Society serves principally as a clearing house for information and as a means of keeping up a certain *esprit de corps* among the relatively limited number of scholars and laymen interested in the subjects falling within the Society's rather comprehensive domain. A serious present need is a revolving fund, or other form of more adequate provision, for publication.

3. AMERICAN PHILOLOGICAL ASSOCIATION.

Joseph W. Hewitt, secretary, Wesleyan University, Middletown, Conn.

Established in 1869, this society originally consisted of philologists in all fields and interested itself in philological matters of every description. The rise of organizations devoted to the modern languages—notably the Modern Language Association, founded in 1883 (See p. 120)—on the one hand, and the growth of regional associations which devote attention, among other things, to the pedagogical aspects of linguistics, on the other,² have led to a delimitation of functions from which it results that the Philological Association now confines its attention very largely to classical philology and definitely excludes from its meetings and publications

² Especially the Classical Association of New England, the Classical Association of the Atlantic Coast, and the Classical Association of the Middle West and South.

everything of a pedagogical character. It has become an organization interested exclusively in scholarship and research. The programs of the annual meetings are made up of papers embodying the results of research, and the annual volumes of *Transactions* (containing papers printed in full) and *Proceedings* (containing abstracts of less significant papers) are designed to preserve these results and make them generally known to scholars. There is no distinct committee on research, for the reason that, the fostering of research being the sole activity of the Association, a small executive committee serves all necessary purposes. There are, however, committees charged with responsibilities in particular parts of the field, e.g., a committee on medieval Latin. There is, too, a committee on the publication of monographs other than the papers brought out in the regular annual volumes; and the outstanding need of the society is increased funds with which not only to publish such monographs but to enlarge the yearly volume of *Transactions*. An attempt was made about six years ago to raise a fund of \$25,000, for the aid of publication. A little less than half of the amount was secured, but modest increments are realized yearly from the proceeds of life memberships and a portion of every initiation fee. A new committee on endowment is under instructions to revive and continue the campaign. As matters stand, many excellent pieces of work find no outlet whatever.

4. MODERN LANGUAGE ASSOCIATION OF AMERICA.

Carleton Brown, secretary, Bryn Mawr College, Bryn Mawr, Pa.

This association was organized in 1883 and incorporated in 1900. It has a rapidly growing membership (now more than 3,500) which includes the great majority of modern language teachers in the universities, colleges, and secondary schools. The society was founded to advance the study of modern languages and their literatures, and for forty-five years it has been the principal agency in the United States in promoting research in its wide field. Until recently, it maintained no special machinery for research, except in the sense of holding annual meetings and publishing proceedings which stimulated the members in their studies and provided outlets for their numerous, and often important, contributions. In his presidential address in 1920 Professor John M. Manly, of the University of Chicago, sounded a call for more effective organization. Stressing the fact that there had been "no attempt to bring together in any special way or for any special purpose members who were working on sub-

jects closely related or capable of being made of mutual service," he declared that the general impression produced by a survey of the society's work was that it had been "individual, casual, scrappy, scattering," and he averred that if the organization found itself in need of financial support for some important undertaking and were asked to justify its appeal by reference to what it had done, it could not point to "large, unified achievements."³ He went on to advocate a scheme of group conferences in connection with the annual meeting, as a means of unifying research activities, and as a preliminary to organized effort by the Association to procure adequate research funds.

The upshot was the setting up of some thirty-five research groups, each devoted to a particular subject and each having a chairman and a suitable number of interested and expert members. In later years a considerable proportion of these groups have merely assembled at the annual meeting for the reading of papers, after the earlier fashion. But some of them have actively carried on coöperative and continuous research enterprises. Various groups, for example, have been engaged, respectively, in preparing a system of metrical notation, studying romanticism as seen in English, French, and German literatures, coöperating in plans for the compilation of a new Middle English Dictionary, surveying American English, etc. Several groups issue bulletins throughout the year for the information of their members and other interested persons.

Since the war, the Association has built up a fund of slightly more than \$10,000 as an endowment for a series of monographs, which are selected by a committee of award; and three have thus far been accepted for publication. The Association is also administering a revolving publication fund of \$5,000, which was given it by the Carnegie Corporation of New York to make possible the publication of works of unusual scholarly importance for which no commercial publisher was likely to be found.⁴ There is, in addition, a fund yielding about \$1,300 a year which is used by a committee of selection in

³ "New Bottles," *Publications of the Modern Language Association*, XXXVI, xlvi-lx (1921). It may be noted that the presidential address of Professor Edward C. Armstrong, of Princeton University, in the preceding year had also urged the need of greater emphasis on and better organization for research ("Taking Counsel with Candide," *ibid.*, XXXV, xxiv-xliii (1920).

⁴ The books issued on this basis are put out through the Century Company under an arrangement which other societies considering similar ventures will find of interest.

reproducing manuscripts and rare printed books, chiefly in European libraries. These reproductions, several of which have been issued, are deposited with the Library of Congress under a special arrangement and are sent out on loan to scholars who apply for the use of them.

5. LINGUISTIC SOCIETY OF AMERICA.

Roland G. Kent, secretary, University of Pennsylvania, Philadelphia, Pa.

In pursuance of a call signed by twenty-nine American scholars in linguistic subjects, some seventy-five persons met in New York City in December, 1924, and organized the Linguistic Society of America. The object of the society was stated in the constitution to be "the advancement of the scientific study of language." A membership of upwards of four hundred was gained by the beginning of 1927, and at that time the organization became a member of the American Council of Learned Societies. The first number of a quarterly journal, *Language*, was issued in March, 1925; a "Language Monographs" series was inaugurated in the same year; a "Bulletin" series was started in 1926 with a "Survey of Linguistic Studies," dealing with the amount and variety of instruction in linguistics in the principal American universities; and at the meeting of December, 1926, it was decided to undertake the publication, at cost, of doctoral dissertations on linguistic subjects, the author receiving two hundred copies and members of the Society being supplied at cost.

As is explained in an article written by one of the scholars who issued the original call,⁵ the Society rests on the conviction that linguistics as a science is not fostered, except in purely incidental ways, by any other American organization, and that closer alliance and co-operation among workers in the field is imperative. The organization is peculiarly one of scholars (as Professor Bloomfield remarks, the layman does not even know that the science exists), and accordingly there will undoubtedly be exceptional emphasis on research. Already the Society has thrown its influence to the support of (1) a project for a survey of North American Indian languages, outlined by a committee of Section L of the American Association for the Advancement of Science, and (2) a plan for a survey of spoken English in America, formulated by a committee of the Modern Language Association.

⁵ Leonard Bloomfield, "Why a Linguistic Society," *Language*, I, 1-5 (Mar., 1925).

6. AMERICAN DIALECT SOCIETY.

Percy W. Long, secretary, Harvard University, Cambridge, Mass.

This society was organized at Harvard University in 1889, with James Russell Lowell, George L. Kittredge, and Francis J. Child among its charter members. There are at present about four hundred members, and annual meetings are held in conjunction with those of the Modern Language Association. *Dialect Notes*, the Society's sole publication, is devoted to records of words, senses, pronunciations, and syntactical constructions peculiar to American popular speech, and also contains papers on dialects of various localities and other matters of interest to students of dialect. The journal is issued in "parts," and is now in its fifth volume. The main objective of the organization is an "American Dialect Dictionary," on lines similar to the "English Dialect Dictionary" (See *American Speech*, May, 1926).

7. MODERN HUMANITIES RESEARCH ASSOCIATION.

Arthur H. Nason, sub-secretary for America, Box 84, University Heights, New York City.

The Modern Humanities Research Association was founded at Cambridge, England, in 1918 to encourage advanced study of modern languages and literatures by coöperation through correspondence, personal interviews, interchange of information and counsel, and financial support for students engaged in research. The organization is distinctly international, but more than three hundred of its eight hundred members are Americans, and a good deal of its work is definitely centered in this country. It publishes a quarterly *Bulletin*, an "Annual Bibliography of English Language and Literature" (now in its sixth volume), and occasional scholarly monographs. It is also chiefly responsible for the publication of the *Modern Language Review*.

*c. PHILOSOPHY***8. AMERICAN PHILOSOPHICAL ASSOCIATION.**

H. G. Townsend, secretary, University of Oregon, Eugene, Oregon.

Historically, this society is an offshoot of the American Psychological Association. It was founded in 1901, ten years after the beginning of the parent organization. Already, however, in 1900, a Western Philosophical Association had been formed, and somewhat later a Southern Philosophical Association also appeared (See § 9 below). The plan of regional organization persisted, but eventually the name

"American Philosophical Association" was broadened to cover three essentially distinct societies, the Eastern, Western, and Pacific Coast Divisions, respectively; and this was the situation until 1927, when the three Divisions set up a common board of officers and attained a substantial degree of unity, with the hope that the Southern Society would in time also decide to join. The activities of the several Divisions have been almost wholly confined to annual meetings for the reading of papers, and their publications to slender annual volumes of *Proceedings*. There have been, so far as the records show, no research committees, research funds, or other special equipment for research purposes. In almost every field of philosophical inquiry there has been lively interest, and the record of scholarly achievement is one of considerable impressiveness. But, whether because the philosopher is, as William James once said, "a lone beast dwelling in his individual burrow," or for other reasons, the paraphernalia of organized scholarship, which in some fields has almost reached the point of being distracting and oppressive, is, in the philosophical domain, conspicuously absent.⁶

9. SOUTHERN SOCIETY FOR PHILOSOPHY AND PSYCHOLOGY.

J. A. Highsmith, secretary, North Carolina College for Women, Greensboro, N. C.

Under the chairmanship of Professor Joseph Paterson, of George Peabody College for Teachers, a committee is engaged upon a study of the teaching of psychology in colleges and normal schools in the South, including a survey of laboratory and library facilities. This is the first piece of work of any kind that the Society as an organization has undertaken.

d. HISTORY

10. AMERICAN ANTIQUARIAN SOCIETY.

Clarence S. Brigham, librarian, Worcester, Mass.

From its beginning in 1812, this society has had as its object the collection and preservation of materials for the study of American history and antiquities; and the books, documents, pamphlets, manuscripts, maps, broadsides, and engravings which it has brought together in its splendidly housed library at Worcester, Mass., are among the most important resources of the American historian.⁷ The Society

⁶ H. N. Gardiner, "The First Twenty-five Years of the American Philosophical Association," *Philosophical Review*, XXXV, 145-158 (Mar., 1926).

⁷ In 1925, 156,220 volumes; 240,635 pamphlets; 100,000 manuscripts; 90,000 maps, broadsides, and engravings.

as such does not carry on research work, except of a bibliographical character. But its collections are assembled and arranged for research purposes, and scholars everywhere are allowed access to them under the most favorable conditions. Indeed, investigators who cannot visit the library are given much assistance by correspondence. The use of the library for research purposes is steadily growing. Since 1924 a campaign has been in progress for an increased endowment of half a million dollars, with a view to both the enrichment and better preservation of the Society's literary, documentary, and cartographic possessions. A substantial portion of the sum has been secured or pledged.

II. AMERICAN HISTORICAL ASSOCIATION.

John S. Bassett, secretary, Smith College, Northampton, Mass.

Founded in 1884 and chartered by Congress in 1889, this society contains within its membership of some 3,400 practically all residents of the United States (and some persons in other lands) who are engaged in historical teaching, writing, and research. It is the one distinctly national organization in the country devoted to history in all of its periods and aspects. Guided by persons of experience and achievement in historical studies, or in public affairs, or in both, and dominated by high ideals of scholarship, the Association has had much to do with winning for history its present prominent place in educational curricula and with advancing historical learning to the very respectable position which it now occupies on this side of the Atlantic. The Association is the main coördinating agency of the historical fraternity throughout the country.⁸

The activities of the Association most closely related to research may be described briefly under five heads: (1) the setting up of committees having to do directly with stimulating and planning research, and of committees rendering archival and bibliographical services, (2) publication, (3) administration of prizes and medals, (4) coöperation with other national and international organizations of scholars, and (5) the raising of funds, especially in connection with an ambitious endowment campaign undertaken in 1926.

A survey of the Association's history brings to light several committees on one aspect or another of research. To go no farther back, a special committee on methods of promoting research, appointed

⁸ The activities of the Association to 1920 are catalogued and briefly described in a statement prepared by Dr. Waldo G. Leland for the committee on policy and published in the *Annual Report of the American Historical Association for the Year 1920*, pp. 73-82.

in 1912, reported through its chairman, Professor F. M. Fling, in 1913, recommending (1) a standing committee of six to prepare a list of funds available for historical research in the United States, to receive and pass upon applications for aid to research, to recommend applicants to institutions having funds for research, to allot to applicants the income from a fund to be set aside by the Association for research work, and to formulate the conditions under which such allotments should be made, and (2) a special committee of eight, charged with (a) the solicitation of gifts to be used in building up the Association's research fund and (b) encouragement of the establishment of research fellowships in the universities. The special committee was continued for a second year, under instructions to carry on certain parts of the work thus outlined.⁹ There is, however, no record of any farther report or activity on its part, and in 1915 it was discharged.

In view of the palpable difficulty of carrying on research in the colleges, which usually have scant library equipment and impose heavy teaching schedules, a standing committee on historical research in colleges was created in 1921 under the chairmanship of Professor William K. Boyd, of Trinity College (now absorbed in Duke University), on whose suggestion the action was taken. The duties of the committee were defined as (1) "to encourage . . . the development by college authorities of facilities for historical research, (2) to encourage instructors in history to utilize such facilities, and (3) to arrange for periodic conferences of instructors and students who may be interested in the work of the committee."¹⁰ This committee is still in existence;¹¹ and although its chairman reports that it "has not yet fully found itself," it has gathered some information, by the questionnaire method, on the attitude of college presidents and teachers of history toward research work in their institutions. The results are described as "very disappointing," the presidents showing little interest and the teachers being either similarly apathetic or disconsolate over the situation. The committee still hopes to be useful in stimulating interest and, more particularly, in informing college teachers concerning ways in which research materials may be assembled, under conditions commonly obtaining in colleges. The committee has found opportunity to secure consideration of its problems at recent annual meetings of the Association, and was agreeably sur-

⁹ *Annual Report of American Historical Association for 1913*, I, 58-59.

¹⁰ *Annual Report of American Historical Association for 1921*, I, 71.

¹¹ The members are W. K. Boyd, chairman, Bertha H. Putnam, A. E. Martin, F. A. Shannon, and H. M. Wriston.

prised at the 1926 meeting by the interest shown in a round-table discussion for which it had arranged. There are plans for further interchange of ideas on the subject at future meetings. The chairman of the committee has suggested as one mode of improving the existing situation the establishment of research fellowships by, or under the auspices of, the American Historical Association, such fellowships to be awarded to junior members of teaching staffs (*a*) with special attention to the needs of instructors in the colleges and (*b*) with some sort of regional distribution under which the South should receive more encouragement.

Large plans for the development of the Association's interests and activities, formulated in connection with the endowment campaign mentioned below, led in 1925 to the creation of a new general committee on preparing a program for research and publication.¹² The "proposed program" drawn up by this committee, although not as yet formally submitted to or adopted by the Association, is a document of such significance that it is reproduced in full at the close of this section. Meanwhile, under the committee's auspices one of its members, Professor M. W. Jernegan, of the University of Chicago, conducted in 1926 an extensive inquiry into the question "Why graduate work in history leads to so little productive research on the part of holders of Ph.D. degrees." An appropriate questionnaire was sent to some five hundred doctors of philosophy in history, with a request for frank and full answers; and inquiries were directed to a number of other persons occupying positions giving opportunity for observation. Replies, many of them interesting and suggestive, were received from about half of the persons addressed, and on the basis of these materials Professor Jernegan prepared an illuminating report which was presented in preliminary form at the 1926 meeting of the Association and was later printed in more complete form in the *American Historical Review* (October, 1927).¹³

Several other committees, although not specifically committees on research, have done work of great value to historical investigators, notably the Historical Manuscripts Commission (established in 1895), the Public Archives Commission (dating from 1899), and various committees on bibliography, including a general committee first set up in 1898 and a committee on the preparation of a bibliography of

¹² The members are Dana C. Munro, chairman, W. K. Boyd, C. J. H. Hayes, M. W. Jernegan, and A. M. Schlesinger.

¹³ A statement appeared also in Association of American Colleges, *Bulletin*, Apr., 1927. Cf. the same author's "The Colleges and Historical Research," *Historical Outlook*, Mar., 1927.

modern English history, appointed in 1909. There is also at the present time (1) a committee on the national archives of the United States, which has had much to do with the recent decision of the government to proceed with the erection of a long-needed archives building in Washington, (2) a committee on documentary historical publications of the United States government, which at present is endeavoring to bring about the publication of the official papers of the territories now preserved in the national archives, and (3) a committee on obtaining transcripts from foreign archives.¹⁴

A "national board for historical service," created in 1917 as an outcome of a conference called by the Department of Historical Research of the Carnegie Institution of Washington, was not technically a committee—or in its origin strictly an enterprise—of the Association. But to all intents and purposes it was both, and as such it calls for mention here. The object of the board was to "mobilize" talent for historical investigation and to stimulate systematic studies calculated to clarify war issues and to throw much-needed light on conditions and problems necessarily to be dealt with in the making of peace. The organization was in existence only a little over two and a half years, and its resources, contributed mainly by the Carnegie Institution, through its Department of Historical Research, were not adequate to enable it to undertake any elaborate program of research directly. Nevertheless, working largely through sub-committees (one of which was a committee on research), it supplied the necessary impetus and guidance for a large amount of useful investigation, writing, and publication. As individual investigators, various members of the board performed important tasks in connection with the so-called "House Inquiry" in 1918, and in its corporate capacity the board prepared, at the request of the Inquiry, a compendium published in 1918 by the State Department under the title "Handbook for the Diplomatic History of Europe, Asia, and Africa, 1870-1914." At the request of the Inquiry also, an investigation into the nature and history of governments less than sovereign was carried to completion in collaboration with the Institute for Government Research.¹⁵

The publishing activities of the Association, although hampered

¹⁴ Although not directly pertinent, mention should be made of a report entitled "History and Other Social Studies in the Schools," prepared by a committee of which Professor A. C. Krey, of the University of Minnesota, was chairman, and published by the Association in 1926.

¹⁵ For a full account of this board's multifarious activities, see W. G. Leland, "The National Board for Historical Service," *Annual Report of the American Historical Association for 1919*, I, 161-189.

by inadequate support, and unequal to the demands made upon them, exceed those of most, if not all, similar societies in this country. The *American Historical Review*, generally recognized as the leading historical periodical in the world, has been published regularly since 1895. An annual report (usually in two substantial volumes, and issued under act of Congress as a public document) has appeared since 1889, and ordinarily contains not only the more important papers read at the annual meeting but collections of documents edited by the manuscripts commission, reports on American archives, and bibliographical contributions, together with other serviceable materials. Formerly, essays winning any of the prizes administered by the Association were published, in the annual report in earlier years, and subsequently in a special series. The cost becoming prohibitive, however, publication in series form was discontinued in 1917. Nowadays, some of the essays are published in the annual report; but essays already in print are also admitted to competition. In the summer of 1926 it was announced that the Carnegie Corporation had made a grant of \$25,000 to the Association, to be used as a revolving fund for the publication of works of general interest embodying the results of research but not likely to appeal to a commercial publisher, even though perhaps capable in the long run of paying for themselves.

Beginning in 1895, the society has systematically encouraged high-grade investigation and writing by awarding money prizes to essays submitted by writers who have not achieved an established reputation. There are now three such prizes—two of \$200 each and one of \$250—named, respectively, for Justin Winsor, Herbert Baxter Adams, and George L. Beer (See p. 421). The first two are awarded biennially, the third annually. Each is administered by a committee of five members. A medal, named for former Ambassador Jusserand and awarded for published studies of conspicuous merit in the history of intellectual relations between the United States and some one or more European countries, should also be mentioned in this connection.

The Association is represented in, and had a leading part in founding, the American Council of Learned Societies. It is represented in the Social Science Research Council. Furthermore, both as an organization and through certain individual members, it was instrumental in bringing into existence, in 1926, a permanent International Committee of Historical Sciences, to which the Laura Spelman Rockefeller Memorial Foundation has contributed \$25,000 for "the promotion of historical sciences through coöperation." The

formation of this committee, under whose auspices a series of international congresses of historians will be held, has the backing of nineteen nations, including Germany, Austria, and Russia, as well as the principal allied countries, and has rightly been hailed as an event "which frees scholarship from divisions imposed by the World War and releases a new and effective influence for international accord."¹⁶

There has long been sentiment in favor of a still larger program of scientific activities if only adequate financial support could be assured, and in 1920 a special committee on policy (Professor Charles H. Haskins, chairman) called for "a vigorous and sustained campaign for an increased endowment," urged that an assured income of at least \$10,000 a year solely for such activities be aimed at, and recommended the appointment of a special committee on endowment.¹⁷ At that time, the only income available for expenses other than administration and the publication of the *Review* was that derived from invested funds amounting to a little over \$30,000. A committee on endowment was established in the following year; and in 1925, when a campaign to increase the Association's invested funds from the \$50,000 then held to \$500,000 (subsequently raised to \$1,000,000) was decided upon, the committee was reconstructed and enlarged, with Hon. Albert J. Beveridge as chairman, Professor E. B. Greene as vice-chairman, and Professor S. J. Buck as executive secretary, and with a supporting national advisory committee of about 130 persons headed by Vice-President Charles G. Dawes.¹⁸

Thus was launched the most ambitious undertaking of the kind in the history of American learned societies. On November 1, 1927, a total of \$126,000 toward the desired amount had been secured from 900 contributors; and although it was manifest that completion of the fund would require more time and greater effort than had been expected, the committee was still hopeful of the outcome. In any event, the campaign has furnished a useful opportunity to bring home to large numbers of intelligent and influential people, not only

¹⁶ See *Bulletin of the International Committee of Historical Sciences* (Paris, 1926), No. 1. It is significant that at about the same time that these arrangements were made the International Research Council, at a meeting in Brussels at which twenty nations were represented, by unanimous vote invited the scientists of Germany, Austria, Hungary, and Bulgaria to join it.

¹⁷ *Annual Report for 1920*, p. 72.

¹⁸ Mr. Beveridge died in April, 1927. Meanwhile Professor Greene had been succeeded as vice-chairman by Professor Dana C. Munro, of Princeton University, and Professor Buck as executive secretary by Professor H. J. Carman, of Columbia University; and at the date of going to press (November, 1927) the interests of the endowment were being looked after by these two officials.

the nature and serviceableness of historical work, but the urgent needs and the large possibilities of scholarship in the humanistic and social fields generally. If the project fully, or even measurably, succeeds, the experience ought to react favorably upon the endowment efforts which several other societies are making or planning.

The funds secured in this campaign are designed not only to place present activities of the Association on an improved basis but also to permit various new enterprises—some of them long delayed—to be undertaken. Among the objects in view is, naturally, the promotion of research; indeed, most of them may be said to tie up closely with the encouragement of productive scholarship. As outlined by the endowment committee in 1926, the program embraces the following principal features: (1) a comprehensive survey of the field of American history by a committee composed of leading scholars to determine what subjects are most in need of further study; (2) the organization of groups of scholars, including workers in the related social sciences, for the coöperative study of the historical backgrounds of problems in American history, for example, those of international relations, of immigration and sectionalism, of the common law, of American business, of agriculture and rural life, and of the American family; (3) the award of small grants to individual scholars to enable them to meet the burdensome expenses of research on their chosen subjects; (4) the publication of a series of studies in history, including the results of the proposed coöperative research and such scholarly contributions to historical knowledge as cannot be brought out through the existing avenues of publication; (5) the improvement and expansion of the bibliographical services of the Association; (6) the completion and bringing up to date of the inventories of state and local archives compiled some years ago by the Public Archives Commission of the Association, completion and publication of an archives primer or guide to archival practices, and a constant campaign for greater care in the making and preservation of public records; (7) a systematic survey and inventory of manuscript materials for American history in the hands of private individuals, libraries, and other depositories throughout the country, to enable students to know what papers of this sort are available and where they may be found, and to promote the collection and preservation of such material; (8) the publication of a systematic series of volumes containing source materials for American history, thereby insuring the permanence of such materials and making them readily available to scholars; (9) a comprehensive survey of the work of regional,

state, local, and special historical organizations and agencies in the United States, with a view to stimulating, improving, and correlating their activities; (10) promotion of interest in and appreciation of history in America, and the dissemination of historical information; and (11) the maintenance of more adequate headquarters in Washington, with a director to supervise and correlate the activities of the Association.

The proposed program for research and publication, mentioned above, and prepared with a view to the most fruitful use of the funds realized from the endowment campaign, is as follows:

PROGRAM FOR RESEARCH AND PUBLICATION

"The time is at hand when the American Historical Association ought to assume a more positive leadership in stimulating and guiding research and in publishing the results of research. The present program is intended in part to assist the American Historical Association in a wise expenditure of the income of the endowment that is now being raised and in part to enable the Association to draw more fully upon its chief asset, the professional enthusiasm of its members. Any such plan naturally falls into three parts.

1. Equipment for Investigation

"1. It is highly desirable that the Association should undertake more energetically than in the past the publication of hitherto unprinted, or otherwise generally unavailable, materials for American history. Under the latter head would be included rare pamphlets. Among the manuscript materials which the Historical Manuscripts Commission (no doubt for want of funds) has for the most part neglected are such items as the papers of leaders and organizations in business, mechanical invention, social reform, medicine, education, and religion. Other lacunæ will at once suggest themselves. Where full publication is not desirable, much good might be accomplished by preparing calendars of the materials. The American Historical Association should also be in a position to grant subventions from time to time to the international projects for the publication of important source material for general history or for the publication of calendars of the same.

"2. It is important that the present activities of the American Historical Association in the preparation of bibliographies and archival guides be continued and extended, notably the work of the Public Archives Commission, the preparation of guides to American

materials in foreign archives, and the bringing down to date of Griffin's "Bibliography of American Historical Societies." A comprehensive bibliography of American historical literature relating to the Americas should be undertaken, either a revision of the essays in Winsor or an entirely new work.

"3. It is highly desirable that students should have a better knowledge of the existing library resources in the United States both as to manuscripts and printed materials. For this purpose it is recommended that a survey of university, college, and other special libraries be made and the results published, so that students may be acquainted with the location of the more important special collections of historical materials. . . . On the basis of the results of such a survey it would be possible to go a step further and formulate a national plan of library development in the field of history. While such a plan could only be advisory in character, it would undoubtedly lead to a wiser building up of historical collections in many parts of the country. It is also desirable that the American Historical Association should have special contacts with the Commission on Intellectual Coöperation of the League of Nations and with the several foreign historical societies, and that it should be in a position to coöperate in preparing international guides to the chief materials of ancient history, medieval history, and modern history.

"4. A check list of the guides and bibliographies already printed for manuscript and original printed sources should be prepared."

2. Orientation of Research

In a recent bulletin the American Historical Association says: "We have not had in this country enough systematic effort to direct the attention of investigators toward special problems which need to be solved, whether from the point of view of the historians themselves or with proper regard for workers in the related social sciences. . . ." With this purpose in mind the following recommendations are made:

"5. An analytical study should be made of the researches now under way in the field of American history and also in the fields of European (ancient, medieval, and modern), Far Eastern, and Latin American history, with a view to discovering the gaps, possible correlations, and the most fruitful subjects for investigation in the near future. . . . One of the important results of such a study would be to provide guidance to professors in the assignment of doctoral dissertation subjects; another would be to suggest lines of research to

professors for their own investigation. It is well known that many history professors are excellent fact-finders but lack the originality to devise problems suitable for research.

"6. The coöperative method of research, whereby interested and competent scholars in various parts of the country come together in conference, map out a large research project, and organize a combined attack upon it, should be employed systematically and energetically by the American Historical Association. It has already demonstrated its utility in scientific fields and is being employed by the Social Science Research Council in cases where problems fall in two or more social science fields. In history it would not only speed up the general advance of research, but it would make possible correlated studies in the realm of state history that it is now impossible to undertake. . . . The same method applied to the collecting and editing of source materials would greatly facilitate the publication of more sets like the 'Documentary History of American Society.'

"7. Research grants should be provided with the special purpose of encouraging investigation in local or regional subjects.

3. Publication of Results

"The cause of historiography would be greatly advanced if more research papers found their way into print and if potential authors felt a reasonable certainty that the results of their labors, if worth while, would be printed. Three possible sources of relief (one of them or all of them) might be resorted to:

"8. The conversion of the *American Historical Review* into a bi-monthly or a monthly journal, or a subsidy to aid the publication of a *Review of Modern History* or some other journal.

"9. The creation of a series of 'Studies' under the auspices of the American Historical Association which might preferably have for its object the accommodation of monographs that are too long for magazine publication and too short to make books.

"10. The granting of financial assistance by the American Historical Association for the publication of meritorious volumes that would not otherwise be published [As noted above, a fund for this purpose has already been secured]."¹⁹

¹⁹ The importance of what the American Historical Association set out to do in raising a million dollars for research and related purposes has had princely recognition in a bequest of Mr. Henry E. Huntington, who died early in 1927, of the sum of \$8,000,000 to be used by a board of trustees "exclusively for research in American and English history." The rich and magnificently

12. AGRICULTURAL HISTORY SOCIETY.

Herbert A. Kellar, secretary, 679 Rush St., Chicago, Ill.

This society was founded in Washington, D. C., in 1919 (incorporated in 1924) for the purpose of stimulating interest in and promoting the study of the history of agriculture, primarily in the United States. The membership is about two hundred. A meeting is held in Washington in the spring or early summer of every year, and in addition a session is held in conjunction with the yearly meetings of the American Historical Association. Lacking resources for publication, yet interested in promoting research in its chosen field, the Society at the outset secured an agreement under which the last-named organization places from 200 to 300 pages of its annual report at the Society's disposal. Of late there has been hope that the Society may presently be able to maintain a publication of its own, and plans for a quarterly journal have been tentatively developed.

13. NAVAL HISTORY SOCIETY.

James Barnes, secretary, New York Historical Society, New York City.

This society was founded in 1910 (incorporated in 1912) for the purpose of publishing and preserving manuscripts, documents, and writings relating to American naval history, to naval art and science, and to naval life and customs. During the years 1910-20 it published ten volumes of letters, papers, logs, and writings relating chiefly to the navies of the American Revolution and the Civil War. In 1925 the Society effected a union with the New York Historical Society, in whose library are now deposited its collection of books and manuscripts. The Society, as such, will probably not have an active existence in the future. A cognate organization, which preserves original materials but does not publish, is the Naval Historical Foundation, Capt. Dudley W. Knox, U.S.N., secretary, U. S. Navy Department, Washington, D. C.

housed collections assembled by Mr. Huntington at San Marino, California, will serve as a base for this research, but it is expected—although the plans of the trustees have not yet been matured—that work, especially as carried on by research fellows, will be financed in many parts of the world. This unexpected benefaction is not construed, however, as making the completion of the American Historical Association's campaign any the less desirable. Dr. Max Farrand, formerly professor of history at Yale, is in charge of converting the as yet unorganized and largely unexplored Huntington collections into an effective research library.

14. AMERICAN SOCIETY OF CHURCH HISTORY.

Frederick W. Loetscher, secretary, Princeton, N. J.

This society was founded in 1888, merged with the American Historical Association in 1903, but reestablished as an independent organization in 1906. There is no research committee; an endowment committee charged with securing funds for research and publication has made little progress; and at present the Society's activities are confined to annual meetings and the publication, once in two or three years, of a volume containing the more scholarly and valuable papers read on these occasions.

15. AMERICAN CATHOLIC HISTORICAL ASSOCIATION.

Peter Guilday, secretary, Catholic University of America, Washington, D. C.

This organization, founded at Cleveland in 1919, has as its object the promotion of "study and research in the field of Catholic history." Its permanent headquarters are at the Catholic University of America, in Washington, D. C., and its official organ is the quarterly *Catholic Historical Review*, established at that institution in 1915. Three "conferences," or sections of the Association, are planned, having to do with church history in ancient, medieval, and modern times, respectively. A proposed fourth section on American church history has been abandoned, in order to avoid duplication of work already undertaken by other Catholic historical societies in the country. There is a committee on bibliography and another on archival centers, but as yet none on research; and the Association has thus far fostered investigative work only in so far as the annual meeting has acted as a stimulus and the *Review* has provided an outlet. The secretary reports that "there is abundant evidence that the *Review* has been the means of stimulating research and of fostering the writing of excellent monographs."

16. AMERICAN IRISH HISTORICAL SOCIETY.

Vincent F. O'Reilly, librarian and archivist, 132 East 16th St., New York City.

This society was founded in Boston in 1897 and now has 1,500 members, resident in all parts of the United States and in some instances in foreign countries. A building located at the New York address given above and owned by the organization contains an

assembly room, offices, and a library which is open daily to members and visitors. The society's *Journal* is in its twenty-fifth volume, and some other publications have been issued. In addition to encouraging the study of American history generally and "promoting and fostering an honorable and national spirit of patriotism which will know no lines of division," the Society has for its object (1) "to investigate the immigration of people from Ireland to this country, determine its numbers, examine the sources, learn the places and circumstances of its settlement, and estimate its influence on contemporary events in war, legislation, religion, education, and other departments of human activity, (2) to examine records of every character, wherever found, calculated to throw light on the work of citizens of Irish blood in America, and (3) to correct erroneous, distorted, and false views of history and to substitute therefor the truth of history, based on documentary evidence and the best and most reasonable tradition, in relation to the Irish race in America." The Society's official historiographer receives a grant of \$500 a year for research work, and various members contribute the results of investigations at the annual meetings and through the pages of the *Journal*. Special studies have dealt with the part played by people of Irish descent in the American Revolution and with the biographies of Irish leaders in American life and thought in all times. Materials now being assembled are expected to become the principal source of accurate information on the Irish genealogies of America.

17. AMERICAN JEWISH HISTORICAL SOCIETY.

Albert M. Friedenberg, corresponding secretary, 38 Park Row, New York City.

This society has for its general purpose the collection and publication of information bearing on the history of the Jews in America, as well as the promotion of the interests of Jewish history at large. In the past three years a research fund of about \$4,000 has been created, the income to be devoted to defraying the costs of specific pieces of research. The executive council of the Society has custody of the fund and out of it has recently subsidized a study of the migration of Jews into Dutch Brazil and the incidents of their sojourn there.

18. AMERICAN BAPTIST HISTORICAL SOCIETY.

Harry W. Barras, secretary, 1703 Chestnut St., Philadelphia, Pa.

Of late, this society, which dates from 1853, has called attention somewhat widely to the exceptional facilities offered by its library (located at Crozer Theological Seminary, Chester, Pa.) for research in the field of Baptist history; and some special indexing and other work has been done as a means of aiding investigation. The Society, however, has no research committee or funds, and does not undertake research work.

19. NEW ENGLAND HISTORIC GENEALOGICAL SOCIETY.

Thornton K. Lathrop, corresponding secretary, 9 Ashburton Place, Boston, Mass.

This organization, dating from 1844, and having as its purpose "to gather and to publish data relating to American families," has a present membership of 2,000, well distributed throughout the United States. It owns the building in which it is housed and has rich collections of historical, biographical, and genealogical books and manuscripts, besides important newspaper files. Energy is concentrated on assembling and making accessible American genealogical data; and genealogical research—including the indexing of genealogical information—is constantly being carried on by members of the staff. There is a special committee on English research, which concerns itself specially with gathering information about early New England settlers. A quarterly, the *New England Historical and Genealogical Register*, has been published since 1847. An annual report likewise is issued.

20. MISSISSIPPI VALLEY HISTORICAL ASSOCIATION.

Mrs. Clara S. Paine, secretary-treasurer, Lincoln, Nebraska.

Organized in 1907, this association exists to promote and correlate the study of the history of the great central sections of America, comprising perhaps, in all, as many as twenty of the forty-eight states. Membership is open to all interested persons. Beginning in 1914, a quarterly *Mississippi Valley Historical Review* has been published; in addition, eleven volumes of *Proceedings* have been issued. A feature of the *Review* is a periodic survey of historical activities in the Mississippi Valley and Canada. The Association stimulates research in these general ways rather than by means of special research

machinery or funds; but its usefulness is testified to by scholars in all parts of the country.

21. HISTORY OF SCIENCE SOCIETY.

Frederick E. Brasch, corresponding secretary, Library of Congress, Washington, D. C.

This organization was formed in Boston early in 1924 and was incorporated under the laws of the District of Columbia in 1925. It affiliated with the American Association for the Advancement of Science in 1925 and was admitted as a constituent member of the American Council of Learned Societies in 1927. Devoted to encouragement of the study of the history of science in all ages, it furnishes a new and much needed medium of contact between natural science and the humanities. A membership of more than six hundred is so distributed geographically as to give the Society not only a national, but also an international, character. The annual meeting is held, as a rule, with either the Association for the Advancement of Science or the American Historical Association. A quarterly journal, *Isis*, has taken a high place among learned periodicals and receives contributions of scholars in almost every branch of historical learning throughout the world. The Society, as such, does not conduct research, but its corresponding secretary, who is also chief of the Smithsonian Division in the Library of Congress, systematically aids research workers in its field by supplying bibliographical information, furnishing or verifying data, and arranging for loans of books and other materials. He also prepares formal bibliographies, being engaged at present upon a list of publications in the field since 1916. In addition, he is making a survey of first editions of the great masters of science in the various libraries of the United States, and is planning a similar inquiry into the location of manuscripts and letters of distinguished men of science, special collections of books in private libraries, prints and portraits, and medals.

e. ECONOMICS

22. AMERICAN ECONOMIC ASSOCIATION.

Frederick S. Deibler, secretary-treasurer, Northwestern University, Evanston, Ill.

This society (founded in 1885) has not, except in rare instances, directly undertaken research work, and the secretary is of the opinion that a majority of its members prefer that it should not do so. A

special committee on war finance, appointed in 1918, made a detailed study the results of which were published as a supplement to the *American Economic Review* in the following year; and in 1920 another supplement contained a report on the taxation of excess profits in Great Britain, prepared by Professor R. M. Haig under the auspices of the same committee. Aside from these undertakings, however, the Association has thus far confined its research efforts to stimulating the spirit of investigation among its members, fostering high research standards, and promoting scientific inquiry into economic matters by (a) administering prize essay contests,²⁰ (b) taking up with appropriate research bureaus or other agencies the question of carrying out projects proposed to the Association, (c) coöperating in the work of the American Council of Learned Societies and the Social Science Research Council, and (d) publishing research materials and products in the *American Economic Review* and in a yearly supplement containing the papers and proceedings of the December meeting.

The Association has no committee on research. In April, 1925, the executive committee authorized the appointment of such a committee, but no farther action was taken; and at its meeting of December, 1926, the committee came to the conclusion that so many research agencies with special funds are working in the economic field that

²⁰ Two Karelson prizes were awarded in 1920, on the subject "What Can a Man Afford" (two papers published as a supplement to the *Review*, IX, 1921), and a prize offered by Mr. Roger Babson for the best essay on forecasting prices was awarded in 1925. Regulations reported by a special committee on rules and regulations governing prize fund contributions and adopted by the Association in 1923, are likely to be of interest to other organizations incurring such responsibilities:

"In order that the American Economic Association may pursue a consistent policy in accepting prize fund contributions and conducting prize competitions, the following terms and conditions are adopted to govern the Association's conduct in this regard: That the American Economic Association may receive prize fund contributions, provided: (1) that the contributions be outright gifts and in the form of negotiable notes, and be actually received before the Association proceeds to announce and advertise the competition; (2) that the Association be given free and unrestricted control over the conduct of the competition, including announcements, advertisements, selection of judges, directions to competitors, and awards of prizes; (3) that the Association reserve the prior right to publish the essays winning awards, but if it decides not to publish a prize essay it shall relinquish title to same and permit its publication elsewhere as the author may find it possible and expedient; and (4) that the donor of the prize fund shall also provide a sufficient sum to pay a fee to the judges appointed to pass upon the manuscripts submitted in competition and also to enable the Association to publish the manuscript awarded the first prize, unless the condition be waived by the editor of the *American Economic Review* and the secretary, acting as a committee on publication."

there is no real necessity for the Association, as such, to set up new machinery. The secretary reports that since the formation of the Social Science Research Council research proposals and requests involving expenditure of money have regularly been referred to that agency. The Association devotes no funds directly to research, nor does it undertake to assist scholars financially in the publication of the results of their studies, except in so far as the *Review* and the *Papers and Proceedings* provide an outlet. It is, however, to be noted that the officers of the Association hope to secure some additional endowment with a view specially to stimulating and fostering research work in a more active and systematic fashion, and that one of the reasons why the society took out articles of incorporation in 1923 was the thought that in time it would become the holder of funds for research purposes. One other way in which the Association has contributed to scientific work in its field has been by co-operation with the American Statistical Association (See below) in securing proper methods and practices in the census bureau of the national government.

23. AMERICAN STATISTICAL ASSOCIATION.

W. I. King, secretary-treasurer, 474 W. 24th St., New York City.

This organization dates from 1839, and is mainly responsible for the development of statistics as a science in this country. The Association as such does not engage in research work; it has no research committee and no research funds, nor is it attempting to raise such funds. But its membership of 1,200 includes most persons—college and university teachers, accountants, actuaries, vital statisticians, engineers, business counselors, government officials, and workers in research and social agencies, banks, public utility corporations, and business establishments—who are interested in the progress of statistical methods and achievements; and through one general meeting each year, occasional local meetings in leading cities, the publication of a quarterly journal (*Journal of the American Statistical Association*), and the maintenance of a number of committees having to do with the promotion of high-grade statistical work, it serves the cause of scholarship in an important way. Since 1860 it has been in continuous touch with the International Statistical Institute. Among the committees are those on educational, scientific, and professional standards and standards for graphics, and especially an advisory committee on the census, maintained jointly with the American Economic Association. This last committee, consisting of six members (three appointed by each association), was first set up in 1919, at the request

of the director of the census, to advise on matters connected with the conduct and publication of the fourteenth census. Finding it useful to consult the committee on practically all questions of policy, the director suggested that the organization be made permanent; and in 1922 this was done. The census is, properly regarded, a gigantic piece of research work, now carried on not only in censal years but all of the time, and the importance of employing the best methods and policies that students of statistics have been able to devise is too obvious for comment. The Statistical Association participates in the work of the Social Science Research Council; it has an official representative on the board of directors of the National Bureau of Economic Research (See p. 183); and its secretary-treasurer is a member of the research staff of the last-mentioned organization.

24. AMERICAN FARM ECONOMIC ASSOCIATION.

J. I. Falconer, secretary-treasurer, Ohio State University, Columbus, Ohio.

This society was first organized, in 1910, as the American Farm Management Association, its contributions being published in an annual volume of *Proceedings*. In 1918 it became the American Farm Economic Association. The membership is composed of research workers in agricultural experiment stations and in national and state agricultural bureaus, teachers in agricultural colleges, and other persons interested in the subject. The Association maintains no independent bureau for research and has no research funds, but a committee on research is appointed annually to study and report upon some topic or problem of interest in the field. The results of the studies of this committee and of other members are made available through annual meetings of the society and through a quarterly started in 1919 and known as the *Journal of Farm Economics*. The general topic for the annual meeting held in December, 1925, was "Research in the Field of Agricultural Economics." Most of the papers and discussions on this program have been published in the *Journal*.

25. AMERICAN ASSOCIATION OF COLLEGIATE SCHOOLS OF BUSINESS.

William A. Rawles, secretary, Indiana University, Bloomington, Ind.

This organization was formed in 1916 for the purpose of promoting and improving higher business education in America. The membership consists at present of thirty-three schools, each paying an annual fee of \$25. Although the primary purpose of the Association is not to carry on research, a standing committee on business research was created at the annual meeting of 1925. The first function of this

committee was to assemble and disseminate information concerning research projects completed, in progress, and definitely planned, by the research agencies represented in the Association. In February, 1926, the committee published its results in Report No. 1, entitled "Research Projects of the Member Schools," containing detailed statements from thirty members, and also information (not regarded as complete) regarding research work being carried on by individual faculty members. The committee excluded all reports of work done in courses or in fulfilment of requirements for degrees. A supplementary report was issued in the following July; and a plan was announced for publishing similar reports semi-annually, in January and July. One other investigation which has been conducted is "The Co-ordination of Instruction in Collegiate Schools of Business; Their Projects and Problems," by a joint committee composed of representatives of the Association and of the American Management Association, and published as Committee Report, Series No. 8, by the latter organization. The proceedings of the annual meetings have not been published regularly, but the Ronald Forum (New York City) has published those of the 1924 and 1925 meetings in special editions. Papers have appeared in the *Journal of Political Economy* and other periodicals in the field of the social sciences.

26. AMERICAN ASSOCIATION FOR LABOR LEGISLATION.

John B. Andrews, secretary, Metropolitan Life Insurance Building, New York City.

This association, formed in 1906 to foster the scientific study of all matters connected with the enactment and enforcement of protective and remedial labor legislation, has a membership consisting of socially-minded economists, lawyers, journalists, labor leaders, and employers. Its affairs are directed by officers of the usual character, aided by an executive committee; and in addition there is a broadly representative general advisory council. A research department has existed from the beginning, financed—as is all of the Association's work—by membership fees and voluntary subscriptions. The research staff is made up of college and university graduates, several of whom during the past fifteen years have received higher degrees based upon graduate study. The principal subjects of inquiry have been industrial health and safety, with a logical extension into the examination of the actual operation of laws relating to safety and health, particularly workmen's accident compensation. The subjects which are chiefly of concern at the present moment are prevention of industrial accidents

and its relation to accident compensation, the most successful and most economical systems of workmen's compensation administration, and the stabilization of employment. Results of the various studies are published as special bulletins of the U. S. Bureau of Labor Statistics, as occasional Association pamphlets, or in the organization's quarterly journal, the *American Labor Legislation Review*.

27. ACTUARIAL SOCIETY OF AMERICA.

John S. Thompson, secretary, 256 Broadway, New York City.

This organization, established in 1889, is the parent actuarial society of America. Its object is the promotion of actuarial science by personal intercourse, investigation, presentation of papers, and discussion. There are two grades of members, fellows and associates, and admission to both is by examination. Fellows at present number 203, and associates 172. Practically all are executive officers or actuaries of insurance companies or of state insurance departments, or are employed in some capacity in connection therewith. Annual meetings are held, and a semi-annual volume of *Proceedings* is published, containing papers read and other pertinent materials. The Society has participated in noteworthy actuarial researches, including one of special importance which eventuated in the "Report of the American-Canadian Mortality Investigation, 1900-1915."

28. AMERICAN INSTITUTE OF ACTUARIES.

R. C. McCankie, secretary, Des Moines, Iowa.

This institute was organized in 1909 by a number of actuaries connected with some thirty western and southern insurance companies, in collaboration with several university professors interested in the advancement of actuarial mathematics. The object is to "promote the science of insurance mathematics and knowledge of the theory and practice of life insurance." In 1924 there were 114 fellows, 73 associates, and 121 contributing members. There are two meetings a year, at which papers are read and discussed; and all are published in the *Record*, now in its fourteenth volume. The Institute coöperated in the American-Canadian mortality investigation mentioned above.

29. CASUALTY ACTUARIAL SOCIETY.

Richard Fondiller, secretary-treasurer, 75 Fulton Street, New York City.

Established in 1914 as the Casualty Actuarial and Statistical Society of America, and given its present name in 1921, this organ-

ization has for its object the promotion of actuarial and statistical science as applied to the problems of casualty and social insurance. The membership—in two grades, i.e., fellows and associates—consists largely of actuaries and statisticians connected with the principal casualty companies in the United States and Canada. The Society was founded to meet the need of actuarial guidance following the passage of legislation providing for workmen's compensation insurance in many states during the years 1912-14. Attention has been given also to the scientific formulation of standards for the computation of both rates and reserves in accident and health insurance, liability, burglary, and the various automobile coverages. A committee on compensation and liability loss reserves and another on the total permanent disability table are engaged in research work of considerable importance. The published *Proceedings* contains the papers presented at the Society's May and November meetings.²¹

f. POLITICAL SCIENCE

30. AMERICAN POLITICAL SCIENCE ASSOCIATION.

J. R. Hayden, secretary, University of Michigan, Ann Arbor, Michigan.

This organization was formed at New Orleans in 1904 by a group of scholars interested in promoting "the scientific study of politics, public law, administration, and diplomacy." It has a present membership of about 1,600, composed largely of professors and other teachers of political science in colleges and universities, but also including publicists, lawyers, journalists, and other persons interested in government and international relations. Aside from an invested fund of somewhat less than \$2,000, accumulated from life memberships, the Association has no financial means except current receipts from annual dues, supplemented slightly by sales of publications and advertising. The one regular publication is a quarterly journal, the *American Political Science Review* (established in 1906), which runs to upwards of a thousand pages a year and is devoted to leading articles, departments representing principal fields of interest, book reviews, and extensive bibliographical lists. Meetings of the Association are held annually, and are usually attended by one hundred fifty or more of the most active members, chiefly teachers of government in academic institutions. The core of the organization is, indeed, the

²¹ On the general subject of actuarial societies see R. Fondiller and J. S. Elston, "Actuarial, Statistical, and Related Organizations in the United States and Abroad," *Proceedings of the Casualty Actuarial Society*, XI, Pt. I, No. 23 (Nov., 1924).

political science "profession," consisting of specialists in the study and teaching of the subject.

As a learned society, the Association was from the beginning interested in research, but chiefly as carried on by the members individually and more or less fully reported at the annual meetings. The Carnegie Institution of Washington was requested (without result) in 1907 to establish a department of political research, and from time to time there was discussion of proposals for the setting up of a research center in Washington, on this or some other basis. Committee activities were turned, however, in other directions—notably in relation to the teaching side of the political scientist's work—and not until 1921 was the first committee on research brought into existence. By that time the conviction was growing that while numerous bureaus of municipal research, legislative reference libraries, and similar institutions were doing useful work on more or less practical lines in certain limited portions of the field, the interests of fundamental and sustained research were suffering from lack of organization, leadership, and systematic support. A committee on the organization of research in political science was therefore appointed at the Pittsburgh meeting of December, 1921, with Professor Charles E. Merriam, of the University of Chicago, as chairman.

With personnel somewhat changed from year to year, the research committee thus created has functioned—at times very actively—during the past half-decade. In the course of the first year members prepared reports on municipal research institutions, state legislative reference institutions, and research equipment and personnel; and at the end of the period the committee recommended, among other things, (1) that concerted and persistent effort be made to bring to the attention of university authorities and the general public the need of larger numbers of professional students of government, with ampler time and facilities for scientific work, (2) that an annual institute of political science be held for systematic consideration of questions of methodology, and for detailed examination of a few selected topics in the field of government, (3) that "every effort be made to bring about the closest coöperation between students of politics and the other branches of social science, and also with the students of psychology, anthropology, geography, the biological sciences, and engineering, to the end that the new political science may avail itself of all of the results of modern thought in the attempt to work out scientific methods of political control, and (4) that steps be taken to bring about the organization of a Social Science Research Coun-

cil, consisting of two members each from economics, sociology, political science, and history, for the purpose of developing research in the social studies, establishing a central clearing house for projects of social investigation, and promoting other germane undertakings.

These recommendations were received favorably by the Association, and from them sprang two significant developments. The first was the organizing of the proposed annual institute, which, under the name of the National Conference on the Science of Politics, was held at Madison in 1923, Chicago in 1924, and New York in 1925. Seventy-five or more students of government came together on each of these occasions (at their own expense) and, organized in round tables, devoted a week to discussion primarily of problems of methodology in the respective fields for which groups were formed. Opinion as to the value of the results naturally varied, but there was general agreement that the experiment was worth while and that, by and large, the conferences contributed to a needed re-orientation of political science studies, especially among the younger workers in the field.²²

The second major development, of greater moment, was the formation in 1923 of the proposed Social Science Research Council. The facts about this organization are presented elsewhere (See p. 164); here it may simply be stressed that the Council, with all that it now stands for in social research generally, was entirely the outgrowth of the plans of the Political Science Association's committee, whose chairman, Professor Merriam, was the Council's president and chief driving force throughout its first four years. Like the six other constituent societies, the Association is represented in the Council by three members officially designated for the purpose.

To a degree, the research energies of the Association have been drawn off into the Social Science Research Council, in whose activities there is a very live interest. Having achieved so much, the research committee has found occasion to do but little in the past two years. It should be noted, however, that when, in December, 1925, a special committee, with Dr. Charles A. Beard as chairman, was set up to consider the feasibility of seeking funds of a more ample nature than can be derived from the present sources of income, the promotion of research was one of the objects definitely in view. There was some difference of opinion in the committee, and among the Association's members generally, as to whether the organization, as such, ought to aspire to initiate and carry out research projects,

²² Reports of the three conferences will be found in *Amer. Polit. Sci. Rev.*, Feb., 1924, pp. 119-166; May, 1925, pp. 104-162; and Feb., 1926, pp. 124-170.

but no known dissent from the committee's conviction that this society, like all of its kind, cannot be too assiduous in fostering the interests of scholarly investigation in every practicable way.

The report of this committee, presented at the St. Louis meeting in December, 1926, led to adoption by the Association of a resolution authorizing the incoming president to appoint a new special committee on Association policy "to survey the problems of research, instruction, and publication in the field of government, with a view to enlarging the activities and increasing the efficiency of the Association in relation to its members and the public," and empowering the committee to raise a fund of \$12,000 "to be used in the employment of a competent director and for other expenses necessary for a thoroughgoing inquiry." The new committee has been duly appointed and is now at work.²³ It is looking to not only a complete survey of (a) current instruction in political science and methods for its improvement, (b) training for political science teaching, for public service, and for citizenship, and (c) the problems of publication, but a minute inquiry into the research situation, and a broad study of the general question of what ought to be the place and character of political science as a discipline, elementary and advanced, in a twentieth-century democracy. It is greatly to be hoped that funds will be made available for carrying out this significant project.

The Association is also a member of the American Council of Learned Societies, one of its two delegates being the present chairman of that body and the other the author of the present report.

31. NATIONAL MUNICIPAL LEAGUE.

H. W. Dodds, secretary, 261 Broadway, New York City.

Founded in 1894 and incorporated in 1923, this organization is one of richly varied activities, and a considerable share of the credit for the notable improvement in municipal government and administration in the United States in the past twenty-five years is justly to be assigned to it. It has a present membership of 2,050, holds annual meetings, maintains standing and special committees, and publishes a monthly journal, the *National Municipal Review*. Its income is derived mainly from membership fees, supplemented by occasional contributions for specific purposes. There is no endowment, although it is

²³ The members are T. H. Reed (chairman), C. A. Beard, R. C. Brooks, J. A. Fairlie, J. R. Hayden, C. E. Merriam, W. B. Munro, F. A. Ogg, and W. F. Willoughby.

hoped that in coming years funds will be assembled which will enable plans to be developed with more definiteness and assurance.

The League promotes research chiefly by setting up committees on specific topics or problems, with a paid secretary when it is possible to secure the necessary funds. On this basis, committee reports which involved research have been published on the following subjects since 1920: a correct public policy toward the street railway problem, pensions in public employment, the assessment of real estate, employment management in the municipal civil service, a model election system, a model state constitution, a model registration system, and a model bond law. A report on a model municipal charter (supplementary to an earlier report on this subject) is almost ready. And a comprehensive report on the government of metropolitan regions, prepared by a committee of which Dr. Paul Studensky was full-time secretary, and made possible by a grant from the Russell Sage Foundation, has recently been put into print. Coöperating with the Governmental Research Conference. (See below), the National Assembly of Civil Service Commissions, and the Bureau of Public Personnel Administration (See p. 209), the League also contributed to the preparation of "The Merit System in Government" (1926), comprising a report of a conference committee created by the four organizations. The officers of the League look toward an expansion of research activities, particularly in the field of municipal administration, and are actively seeking additional funds for the purpose. Meanwhile, provision for publication of the results of research, even when the inquiries have not been carried on at the expense of the League, has been made by starting a new monograph series. The *Review* and its supplements also provide a considerable outlet.

32. GOVERNMENTAL RESEARCH CONFERENCE.

Russell Forbes, secretary-treasurer, 261 Broadway, New York City.

As defined in its constitution, the purpose of this association (formed in 1915) is "to provide for persons engaged in governmental research a means for exchanging ideas and experience, undertaking coöperative studies and experiments, and developing professional standards of governmental research"—"governmental research," as used in this connection, meaning "the collection, analysis, and interpretation of facts and the discovery of principles pertaining to government, and the dissemination and application of such facts, interpretation, and principles for the improvement of government." Members of

the Conference are of two classes, active and associate. Active membership is open and limited to individuals professionally engaged wholly or principally in governmental research. Associate membership is open and limited to (1) persons formerly active members of the Conference or formerly eligible for active membership, but no longer engaged principally in governmental research; (2) public officials, teachers, and others who have demonstrated their interest in and ability for research in government; (3) members of the professional staffs of municipal or legislative reference libraries; and (4) members of the boards of trustees or other governing bodies of non-political organizations wholly or principally devoted to governmental research.

The Conference meets annually, its activities between sessions being carried on by a governing committee. Little has been published thus far, but the proceedings are now put into print, and the general expansion of the Conference's work which is being planned is expected to affect publication as well as other activities. The field in which most of the active members are working is that of municipal government and administration, and it may be noted that in 1926 the Conference published a convenient survey of investigative effort in this domain entitled "Twenty Years of Municipal Research."²⁴ The organization of research workers in a particular branch of knowledge such as this is obviously significant.

33. INTERNATIONAL LAW ASSOCIATION, AMERICAN BRANCH.

Edwin R. Keedy, chairman of executive committee, University of Pennsylvania, Philadelphia, Pa.

The International Law Association was founded in 1873 by British, American, and other lawyers and publicists and has headquarters at No. 2 Kings Bench Walk, Temple, London, England. In addition to the purely scientific treatment of questions of international law, public and private, the organization has occupied itself in popularizing information on such problems by public discussion, in bringing to bear on their solution the suggestions of practical men—ship-owners, merchants, and practicing lawyers of different nationalities—and in formulating recommendations likely to have practical effect. Special attention has been paid to the legal aspects of arbitration and the judicial settlement of international disputes, and to the codifica-

²⁴ An appendix contains a useful list of governmental research agencies throughout the world—some fifty in all. A revised edition of the pamphlet was issued in 1927.

tion of certain fields of international law. Conferences are held at brief intervals, as a rule yearly. Branches have been established in France, Germany, Japan, the Netherlands, Argentina, and a number of other countries, including America, where the local organization exists to carry on the Association's work not only in the United States but in all English-speaking parts of the western hemisphere. The membership of the American branch numbers some 225 persons, largely practicing lawyers, but including some professors of international law in the universities and a few other men and women specially interested in the subject. Annual meetings are held at which addresses pertinent to the work of the Association are delivered and reports are made upon the deliberations and recommendations of the conferences of the international body. Occasionally some specific task, assigned by the Association, is undertaken, e.g., the preparation in 1922-23 of a draft covering the laws of maritime jurisdiction in time of peace (compiled by Professor G. G. Wilson, of Harvard University); but in the main the activities of the branch are confined to oral and written discussion, chiefly in connection with the annual meetings. The proceedings of these meetings are published in full.

34. AMERICAN SOCIETY OF INTERNATIONAL LAW.

George A. Finch, recording secretary, 2 Jackson Place, Washington, D. C.

The object of this society, as stated in its constitution, is "to foster the study of international law and promote the establishment of international relations on the basis of law and justice." There are no funds for research; nor is there a research committee. There are, however, two committees whose work may to a considerable extent be regarded as of the nature of research—one a committee on the extension of international law, and the other a committee on collaboration with the League of Nations committee for the progressive codification of international law. The Society promotes productive scholarship in its domain also by an annual meeting in Washington, and by publishing a quarterly *American Journal of International Law* and a yearly volume of *Proceedings*—publications which, because of the limits of the field and the comparatively small number of workers, afford relatively larger outlets for research products than are furnished by the corresponding publications of most other learned societies. The Society of International Law is not affiliated with either the American Council of Learned Societies or the Social Science Research Council, but the majority of its twelve hundred members belong to other organizations having such connections.

*g. SOCIOLOGY***35. AMERICAN SOCIOLOGICAL SOCIETY.**

E. W. Burgess, secretary-treasurer, University of Chicago, Chicago, Ill.

Established in 1905, this society has a present membership of about 1,150. Its research activities as an organization have thus far included (1) stimulating interest in and encouraging high standards of research work on the part of members, as individuals or in groups, (2) maintaining an active research committee and various auxiliary committees, (3) participating in the work of such organizations as the Social Science Research Council and the American Council of Learned Societies, and (4) publishing lists of studies in progress, together with such results of research as can be accommodated in the bi-monthly *American Journal of Sociology* and an annual volume of *Publications*. The secretary reports that there is no present way of knowing whether the membership would be favorable to the initiation and execution of research projects by the Society itself; but no funds are available for the purpose, or indeed for any activity relating to research except clerical expenses involved in the undertakings mentioned above.

The Society first set up a research committee in 1913. The death of the chairman, Professor Charles R. Henderson, of the University of Chicago, prevented anything from being done, but in 1917 a new committee was authorized "to correspond with college teachers and other members of the Society interested in research, with a view to the collection of data which may be prepared for presentation at the annual meeting of the Society." The first report of this committee was presented in 1918; and the committee, with the same primary function of gathering information on research in progress, has been kept in existence ever since.²⁵ The principal activities of the committee have consisted of (1) compiling yearly records of sociological research in progress, for use in building the program of the Society's annual meeting and for eventual inclusion in the *Publications*; (2) bringing together various persons engaged in social investigation for conference on research needs and methods; (3) laying emphasis upon the necessity of a more scientific study of the problems of society than in the past, and encouraging the development of new and more scholarly methods; and (4) coöperating with other committees and agencies of the Society, and of other societies, in improving the

²⁵ The members are Hornell Hart (chairman), R. D. McKenzie, and Eben Mumford.

apparatus and cultivating the general interests of productive scholarship. Reports of 1923 and 1924 contained the most comprehensive surveys of current research that had been made up to that time in any humanistic field.²⁸

The Society has organized several sections devoted to special subjects, e.g., rural sociology, sociology of religion, sociology of the community, educational sociology, sociology and social work, and the family; and certain of these, including the first two named, have research committees of their own. With a view to integrating the work of these committees and that of the general research committee, and of other committees, the Society, in 1922, created a committee on coördination and coöperation, consisting of the president of the Society as chairman and the chairmen of the committees on research, social abstracts, and the teaching of the social sciences. This committee has power to assign research proposals or inquiries to the committee deemed best fitted to handle them. Certain committees having to do with research interests have passed out of existence, e.g., one created in 1922 to study the gathering and dissemination of international news, its plan of inquiry having been taken over as the basis of a study of international communication projected under the auspices of the Social Science Research Council.

As summarized in 1923 by Professor John L. Gillin, of the University of Wisconsin, then chairman of the research committee, the outstanding facts about sociological research at that time were the increased interest in it, the multiplying agencies more or less concerned with it, the almost total lack of coördination of these organizations and activities (and consequently of "unity of objective or plan of campaign"), the wide gaps between the subjects reported to be under investigation, the need of funds for the furtherance of systematic researches, and the new promise of united effort contained in the recent formation of the Social Science Research Council. In the past four years, some of these tendencies have been accentuated and some needs met. Interest in many quarters still runs high. Organized research agencies continue to spring up, notably through the establishment of research councils in the universities. Conferences at the annual meetings of the Society and the systematic publication of lists of projects serve to acquaint interested persons as never before with what is going on and what is planned. If no notable discoveries in method are as yet to be recorded, at all events it can be said that ap-

²⁸ Printed in *Publications of the American Sociological Society*, XVIII, 155-182, XIX, 203-211.

preciation of the importance of discovering and applying methods that will have some claim to scientific character is keener than at any time past. And the tendency of sociologists to coördinate and correlate their work, not only with the work of other sociologists, but with that of economists, political scientists, psychologists, and other scholars approaching human phenomena from varying angles, is no less obvious than encouraging. By and large, however, sociological research is still in an amorphous condition and lacking proper support; and in this situation the Sociological Society continues to find its most difficult task and challenging problem.

CHAPTER IX

RESEARCH COUNCILS, INSTITUTES, AND BUREAUS

GENERAL ASPECTS

THE two most noteworthy developments in the research situation in this country in the past fifteen or twenty years have undoubtedly been (1) the growth of organized, coöperative, large-scale research, as contrasted with the individual, isolated, limited, piecemeal investigations of earlier times, and (2) the drift of research away from the universities. The two tendencies have been closely related, each stimulating the other. The first gives every sign of continuing indefinitely, very likely with increased momentum and proportionately heightened effects. The second is still strongly in evidence, but not so certain of permanence.

Reasons for increased coöperation and organization in research are not difficult to discover. One of them is the sheer growth of the number of workers, incident to the doubling or tripling of many college and university faculties, to say nothing of the augmentation of research activities outside of academic circles. On campuses where a quarter-century ago only a few dozen potential researchers were to be found, hundreds are assembled today, manifestly increasing the possibilities of special groupings, interdepartmental or otherwise, for research undertakings. A second factor is the closer and more continuous contact of scholars the country over, produced by a variety of circumstances of which the comparatively recent formation of national and regional learned societies is only one. More important has been the thrust of scholarly interest, even within a single field, in a great variety of new directions—into a bewildering range of hitherto uncultivated plots and corners—in other words, the increasing specialization of knowledge, experience, and effort, creating an ever-deepening interdependence of scholars upon one another and suggesting special arrangements by which a group of research men may pool their findings and mutually profit, each in his particular task, by daily touch with other men whose combined undertakings have some sort of unity and completeness. Still another impetus, of a very practical nature, is the obvious advantage arising from concerted effort by

a coherent group with an agreed program when funds are to be sought, not to mention also the virtual necessity of organization for the administration of funds after they have been obtained. The single fact that, doubtless for good and sufficient reasons, foundations and other patrons or benefactors will rarely place research money directly at the disposal of an individual, but will turn it to the support of a council or bureau or other continuing, responsible, coöperative organization, would alone account for the emergence of many of our present research groups or bodies.

Up to the point where mechanization begins to be threatened, the substitution of organized for unorganized research is, in principle, a wholesome development, and deserves to be encouraged. The remarkable transformation which we are now witnessing, however, raises a number of interesting questions, if indeed it does not, as some scholars believe, create an acute situation, menacing the whole future of education and higher learning in this country. For, to an astonishing extent this newly organized research finds its habitat outside of the traditional centers of productive scholarship, i.e., the universities; and the problem is suggested of what this means in the future, both for the university and for the quality and effectiveness of research itself. To a degree, the growth of extra-university research has come about through the building up of investigative work by governmental agencies, business establishments, civic and philanthropic organizations. But in even larger measure it has flowed from the establishment of research foundations, institutes, and bureaus which, organically at all events, are free from university connections. The research activities of the first sort of organizations named give no concern—unless it be on the score of their occasionally haphazard and unscientific character. Except in very few instances, government departments and the like do not exist solely, or even primarily, for research purposes; the investigations which they carry on, although often extensive and sometimes fruitful, are, after all, incidental to their main tasks of administration, trade, social reform, or whatever it be in the particular case. Nor, of course, does the creation of research institutes and bureaus inside of, or closely linked up with, the universities cause any apprehension. They are merely superior devices for stimulating and correlating research in the institutions to which they respectively belong. What stirs misgivings is the swift multiplication of extra-academic agencies devoted wholly to research of a high order, often well endowed, manned by competent staffs and directed by men of vision, able to select research projects at will and

to concentrate upon them for any requisite period of time. Is this a sort of thing with which universities can successfully compete? Does it portend their gradual conversion into mere training schools? Is it—taking the long look ahead—in the interest of the highest and most fruitful scholarly achievement?

There can be no denying that a good deal of apprehension has been aroused upon this score in various quarters. University administrators and professors, in particular, are troubled. Thinking especially of the tendency of "big business to take pure science under its wing," Dean Barus, of Brown, has asked whether intellectual leadership is not in danger of being gradually transferred from the universities to branches or departments of the great corporations, the university degenerating into "an humble expository mechanism," concerned only with recounting what others have done.¹ Coming at the matter also mainly from the side of natural science, Dean Gale, of Chicago, has declared it "not impossible that another decade may see most of the best research men in America in the research institutes, with the result that investigation will languish in the universities."² Provost Penniman, of Pennsylvania, observes that "research institutes and commercial laboratories have during the past few years drawn away from the universities many of the most experienced teachers and investigators," with the result that the teaching staffs of the universities have been weakened and the training of men for future research is seriously threatened.³ Professor Alfred N. Whitehead (at present in residence at Harvard) has referred feelingly to the grave menace, as he sees it, facing the universities of this country in the rapid growth of extra-academic research foundations, and has expressed deep gratitude that such a movement does not exist, or exists only to a very slight degree, in Europe.⁴ Speaking from the viewpoint of one of the major educational endowments, Dr. Abraham Flexner, of the General Education Board, has unhesitatingly conceded that in so far as the growth of detached research agencies operates to divert nourishment from research in the universities, it is an unfortunate development. And from still a different angle, Secretary Hoover has viewed the existing tendency with alarm, fearing that it will have the effect of drying up the stream of creative men at the source.⁵

¹ *Bulletin of Amer. Assoc. of Univ. Professors*, X, 12 (May, 1924).

² *University of Chicago, President's Report, 1921-22*, p. 8.

³ *Science*, LXIII, 518 (May 21, 1926).

⁴ Cited in communication of Professor W. A. Oldfather to Committee R of the American Association of University Professors, Nov. 8, 1926.

⁵ *Science*, LXIII, 317 (Mar. 26, 1926).

The most significant effort to bring the present trend under systematic scrutiny has been made by Committee R of the American Association of University Professors (See p. 111), established some ten years ago and charged with general surveillance of matters pertaining to the encouragement of university research. The present chairman, Professor W. A. Oldfather, of the University of Illinois, is much disturbed about the situation, and although some of his fellow-committeemen doubt whether anything can be done about it, all agree that the dangers are sufficiently real to constitute an important problem. "The movement," writes Professor Oldfather, "is certainly one of the most powerful forces now operating upon university research. . . . In the next twenty-five years the whole aspect of the material support and the administrative control of research bids fair to be transformed. . . . Of course most of the money now available for research is actually expended within universities and colleges, and the great majority of men who are competent to conduct research are now in the universities, and for a long time to come, no matter what happens, will remain there, and the foundations, or whatever else they may be called, must perforce use their services where they are; but it is not in the nature of institutions organized to conduct or supervise research to remain content in the long run with the difficulties and delays inherent in a system where the actual workers are widely scattered, and subject to other and imperative obligations. Slowly but very surely, I believe, we shall see each such institution gather secretaries, assistants, librarians, and investigators whose services can be demanded as they are needed and just when they are needed. This very process is going on in many of the institutions . . . very slowly in some, perhaps not at all in others, very extensively, however, in not a few, and eventually, I suspect, it will be complete in all."⁶ In line with this argument and warning, Committee R has requested all of the local chapters of the Association to consider the questions involved and to report their findings and opinions for the guidance of the committee in its farther discussion of the subject.

Obviously, there are two main issues at stake. One is the well-being of research, as an end in itself, which resolves itself pretty much into a question of the relative advantages of the detached institute and the university (or the university-controlled organization) as an environment and agency of productive scholarship. The other issue is the effect of present tendencies upon the university as a research

⁶ Memorandum to Committee R, Nov. 8, 1926.

center—the only matter, incidentally, with which Committee R, under its existing mandate, is concerned. From the point of view merely of getting research work done expeditiously and effectively, the non-academic organization obviously has some large advantages. First of all, it can choose its location expressly with reference to its particular purposes. Thus, the national capital abounds in research organizations which there have continuous access to library and other facilities urgently needed by workers in certain fields but nowhere else available in such abundance. Secondly, the detached institute can, as a rule, deal freely with political and economic questions which cannot so readily be investigated in university centers without risk of controversy and embarrassment. Third, in the domains of government and business, agencies not linked up with academic institutions can usually be depended on to supply prompter and more responsive research service. Fourth, benefactors who give money for research, and who want it to be used for that purpose alone, are tempted to prefer the detached organization having no activity except research to a university, where, as is too often the case, funds originally intended for research are in danger of finding their way into buildings, teaching staffs for swarming undergraduates, publicity, and what not. However well or ill the separate research organization may do its chosen job, it at least does not try to do anything else.

And this suggests what is far and away the most important of the advantages enjoyed by such establishments, namely, freedom for the research man to work uninterruptedly on his projects. This freedom, even in a reasonable degree, is precisely what he cannot get, as a rule, in a university; and this consideration alone is responsible for the migration of scores of able and ambitious investigators from academic halls to the retreats afforded by the institutes. "The separate institute has grown up in America because of the absence within universities of the proper administrative devices for the protection of research from the competing demands of teaching. The funds of a separate institute do not have to be used to support classroom activities, and investigators in such separate institutes are not distracted by the routine duties of classroom management and student discipline."⁷ People who want to endow research are inclined to put their money where right conditions will exist; those who want to manage or do research sometimes find themselves strongly impelled in the same direction.

⁷ Report of the Commission on the Graduate Schools of the University of Chicago (1925), 14-15.

All of this, however, is only one side of the picture. The separate organization is not without its disadvantages, and some of them are weighty. The chances are that there will not be that close association of scholars in cognate fields which, even if it is not invariably—or even frequently—realized to the full in actual practice, is at any rate always possible, in the universities. This relationship, actual or potential, is an invaluable stimulus and aid. With the increasing complexity of modern scholarship, it becomes important that the geologist shall have contact with the astronomer and mathematician, the pathologist with the histologist, the physiologist with the chemist, or—in the social field—the sociologist with the economist, the political scientist with the statistician, the historian with the anthropologist and the archæologist. The university brings together all the fundamental sciences, and all the humanities, under conditions favorable for frequent contact and in a fashion which for any bureau or institute carrying on its work in isolation is obviously impossible.

But contacts with other mature scholars of varied interests is not the only consideration. A very large proportion of the ablest research men value the stimulus that comes from advanced teaching in the universities, if only the demands which it makes upon their time and energies can be kept within reasonable bounds. "The contact of the investigator with selected students is one of the greatest advantages in the university institute as contrasted with the isolated institute. The investigator clarifies his own ideas in presenting them, his outlook is broadened, he has capable and enthusiastic assistants in these younger men who can investigate the numerous subsidiary questions which continually arise and for which the leader cannot afford the time or energy to make a personal investigation."⁸ A large student body near at hand, with its tumultuous interests and activities, has undoubtedly disadvantages for one engrossed in research. But, as a university administrator has lately contended, these are "offset by the repeated emergence from this student body, and the appearance among the younger instructors, of promising scholars, many of them, whose spirit is stimulating and refreshing."⁹ There is the important consideration, too, that the research man in the isolated bureau largely misses the opportunity to immortalize his ideas and methods through his students.

Finally, no man can be in his best research vein all of the time,

⁸ *Report of the Commission on the Graduate Schools of the University of Chicago* (1925), 14.

⁹ *Report of the Chancellor of New York University, 1925-26*, pp. 15-16.

year after year, and, as the Chicago Commission points out, it is a valuable relaxation for any man, after the completion of some phase of a difficult problem, to drop research for a time. "A man in an isolated research institute often feels that he must keep hammering away day after day, but if he is in a university he can profitably give his time for a few months to teaching and directing the research of others until he can return with renewed zeal to his own investigation."¹⁰ This is a matter not merely of theory but of actual experience. Several of the ablest members of the staff of the Kaiser Wilhelm Institute, established at Grosslichterfelde (near Berlin) before the war for research chiefly in natural science, insisted upon going back to the universities, not only because they disliked the isolation, but because of the uncomfortable sense of being expected to engage incessantly in investigation and to produce positive, tangible results.¹¹ There have been cases of the same sort of thing in America as well.

Quite apart from the relative advantages and attractiveness of the university and the isolated institute as a place for carrying on research is, as has been observed, the question of the effects of present tendencies upon the university as an institution and upon the quality and ultimate interests of research itself. Apprehension concerning the university is felt mainly on the score (1) that, if non-academic research agencies continue to multiply, increasing numbers of the ablest productive scholars, particularly the younger ones, will be drawn off into the detached research organizations, with the result of lowering the level of research efficiency in the universities and making life in them less congenial and interesting for men of high intellectual caliber; (2) that money which might have been turned to the support of university research will go ever more largely into the establishment and maintenance of independent research agencies; (3) that university trustees and administrators will come to feel even less obligated than in the past to set apart funds for research, and will be able to offer plausible excuse on the ground that the interests of research are being adequately taken care of through other channels;¹² (4) that if research survives at all in the universities it will be only as petty and piecemeal investigation, the really interesting inquiries and the

¹⁰ Report of the Commission on the Graduate Schools of the University of Chicago, 14.

¹¹ This development was brought to the writer's attention by Professor Hans Driesch, of the University of Leipzig.

¹² Already a university president is being quoted as saying, in effect: Our first duty is teaching and not research; for research we have the research foundations.

large projects falling to outsiders; (5) that, their research having dried up, university professors will find themselves expected to take on greatly augmented burdens of teaching and administration; (6) that—as the chairman of Committee R puts it—“universities, in the end, will offer only a still duller life than that which we now enjoy to men yet duller than ourselves”; and (7) that when this state is arrived at the university will fail to perform even its teaching functions with any degree of spirit and effectiveness.

If all of this is really in store, the outlook is indeed depressing. Several things are, however, to be noted before conclusions are drawn: first, that steadily increasing sums of money are now being turned to university, as well as extra-university, research; second, that rather a large part of the research work at present being performed in the independent organizations is carried on by scholars who have not been lost to the universities but are merely on leave from their university positions for a limited period; third, that not only in personnel, but in content, bureau research and university research are often interdependent, and even coöperative; fourth, that a very large proportion of the ablest research men are distinctly unwilling to sacrifice the stimulus that comes from advanced teaching in the universities; fifth, that the whole contemporary tendency to make more of the interrelations of different fields of learning accentuates the superiority of the universities as research centers; sixth, that as developments recorded in earlier chapters of this report unmistakably indicate, organization for, and material and moral support of, research in the universities is steadily growing, however great the distance yet to be traversed before the situation becomes what it ought to be; and, finally, that the university is, and must continue to be, the training-ground for practically all productive scholarship—a fact so vital to the entire future of research that, however much it may be lost to view in various times and places, it can hardly fail to preserve the university’s essential primacy and to bring it eventually into a position more in keeping with its high purposes and obligations.

On the basis of all known facts, the opinion may be ventured that, except in certain fields, e.g., government, industry, and business, in which research has immediate, practical objects and bearings, the movement for purely non-academic research organizations has about reached its peak and that, more and more, the great funds made available for the support of productive scholarship will be tied up with the universities. Present detached institutes that have proved their worth will continue (although it is not to be forgotten that practically all of

them operate on the basis of financial assurances strictly limited to a period of years). Some new agencies of the kind will undoubtedly appear. But the presidents and trustees of great endowments are more sensitive than ever before to the claims of the university as the normal and indispensable custodian of productive scholarship. The object of so ambitious a research campaign as that now being carried on by Mr. Hoover's committee (See p. 14) is primarily to assist research in the universities,¹⁸ and such a huge research organization as the National Research Council (the same is true of the Social Science Research Council in its more modest undertakings) has no purpose except to link up and assist, but in no sense to displace, university research. Of new research bureaus and institutes coming into view in these latest days, the majority are either entirely within universities or closely connected with them. And some of the separate research institutes are beginning to perceive that their greatest usefulness lies in affording special facilities for research by university men who after a year or two of concentrated investigation will go back to stimulate and enrich the intellectual life of their respective institutions. The future of university research, in short, lies with the university itself. If the university shows convincingly that it is as vitally interested in extending knowledge as it is in conserving and transmitting it, it will never be driven from the field.

The remainder of this chapter and the two chapters that follow are devoted to a classified descriptive directory of councils, institutes, bureaus, and similar organizations existing for the sole purpose of encouraging, supervising, or carrying on research work in one or more of the fields covered in the present survey. The list does not purport to be complete; at certain points, as will be explained, wearisome repetition is avoided by describing only a few specimen organizations belonging to a given class or type. Even so, the number and variety of research institutions enumerated will probably surprise persons who have not had occasion to familiarize themselves with this aspect of the situation. The classification employed must necessarily be loose, yet it may serve to bring out the relative extent to which organized agencies of the kinds here treated have been built up in the respective fields.

¹⁸ At two great conferences of representatives of universities, industrial establishments maintaining research laboratories, and leading endowments, held at Philadelphia and New York in 1926, opinion was general and emphatic that research should be maintained at the universities.

RESEARCH COUNCILS IN THE SOCIAL SCIENCES GENERALLY

A recent significant development within the domain of this report has been the formation of research "councils" taking as their field a considerable group of disciplines or subjects, almost invariably those broadly termed the social sciences. With hardly an exception, these councils are composed of university professors, being either what are to all intents and purposes inter-university organizations or inter-departmental organizations within a particular institution. The following are the principal agencies of this type, one or two, e.g., the National Research Council, being included, notwithstanding their primary concern with natural science, because they also have to do in some measure with social science.

I. SOCIAL SCIENCE RESEARCH COUNCIL.

Robert T. Crane, secretary, University of Michigan, Ann Arbor, Mich.

This organization dates from 1923 and at the present time consists of three appointed representatives of each of seven national learned societies, i.e., the American Political Science Association, the American Economic Association, the American Sociological Society, the American Historical Association, the American Statistical Association, the American Psychological Association, and the American Anthropological Association. Articles of incorporation were taken out in 1925.

The initial step in the formation of this important body was taken in 1922, when the research committee of the American Political Science Association (See p. 145), through its chairman, Professor Charles E. Merriam, of the University of Chicago, submitted a report urging closer coöperation between students of politics and of other social sciences, and also between these and the workers in psychology, anthropology, the biological sciences, and engineering, and recommending the establishment of a Social Science Research Council to consist of two representatives each of the national organizations of political scientists, economists, sociologists, and historians, and to be charged with developing research in the social studies, encouraging the formation of institutes for scientific work in the social fields, establishing a central clearing house for projects of investigation, and in other ways advancing the interests of productive scholarship in these disciplines. The report was considered favorably by the Association, and in February, 1923, a preliminary conference, attended by representatives of the Political Science Association, and of the Eco-

nomic and Sociological Associations (which had been invited to co-operate), was held at Chicago. This meeting organized itself as a temporary committee, recommended that a permanent Social Science Research Council be created, took steps to get concurrent resolutions on the subject before various interested societies at their next annual meetings, and planned to start certain inquiries or studies which the proposed Council, as it was believed, could usefully pursue; and, the governing bodies of the Economic and Statistical Associations having voted adherence, the Council was definitely established in the following spring. The organization started off as a joint enterprise of the political scientists, economists, sociologists, and statisticians; but in 1925 the historians, anthropologists, and psychologists voted to participate, bringing the membership to its present status. Professor Merriam served as chairman until August, 1927, when he was succeeded by Professor Wesley C. Mitchell, of Columbia University.

The Council began with the idea, and in the main has adhered to it, that its function is not to supplant the research committees or other agencies of the participating societies, nor to concern itself ordinarily with research projects falling entirely within a single branch of social science, but rather to encourage, coördinate, and aid in connection with interests and undertakings cutting across two or more fields. In pursuance of this intention, it started with four main types or forms of work. The first was the organizing of committees to take in hand various tasks relating to improvement of the facilities and methods of social research. One such committee has prepared a plan for a coöperative journal devoted to abstracts of books and articles in the social sciences, and near the end of 1927 the establishment of the journal was assured by a subvention from the Laura Spelman Rockefeller Memorial Foundation. Another committee has secured from Congress an act under which a biennial index and digest of state session laws will be published through the agency of the Library of Congress. A third committee was assigned the task of making a survey of existing social science research agencies.

A second main form of work engaged in by the Council has been the systematic scrutiny of contemporary political, social, and economic conditions, with a view to discovering outstanding research needs and formulating major research undertakings. To consider and advise upon research projects submitted to the Council by its members or from the outside, and to devise and formulate projects on its own initiative, the Council in 1925 set up a standing "problems and policy" committee of six members. A third form of activity, stressed from

the beginning, is the advising of individuals or institutions engaged in larger pieces of investigation—on the plan of the relationship frequently sustained by the National Research Council (See p. 168) with independent investigators in the natural sciences. Under certain circumstances, this might mean active coöperation with such investigators. And a fourth phase has been the awarding of fellowships to exceptionally promising men and women, commonly of post-doctoral standing, for research in this country or abroad. A grant was obtained from the Laura Spelman Rockefeller Memorial Foundation assuring this feature of the work for a period of five years, beginning in 1925, when the sum of \$49,000 was available and fifteen fellows were appointed. These fellowships, similar in nature and purpose to those awarded by the National Research Council within its field, are administered by a committee of which Professor F. S. Chapin, of the University of Minnesota, is secretary. Fifteen appointments were made in 1926, besides four reappointments for brief periods; seventeen appointments and three reappointments in 1927 (See p. 404).

The question of whether the Council should itself engage in research (beyond inquiries pertaining to facilities and methods as already mentioned) was, by common consent, allowed to work itself out naturally. All of the members are persons already fully occupied with teaching, administration, investigation, and other duties; and there are not the buildings, offices, or staffs requisite for the physical and personnel equipment of a research organization. There has been, therefore, no thought of the body turning itself overnight into a research institute or bureau. From the outset the Council did, however, become an active organizer of and participant in research in the very important sense of scrutinizing research projects, procuring and granting money for their execution, and to a limited extent supervising the work. In this way, for example, several noteworthy studies on human migration have been prosecuted, under the immediate sponsorship of a Council committee on that subject—some of them being carried on exclusively under the ægis of the Council, and others being pursued in coöperation with the National Bureau of Economic Research, or with the National Research Council, which also has had a committee and a program on the subject.¹⁴ In addition to considerable amounts previously spent, the sum of \$50,000 was made available for the migration studies in 1926.

¹⁴ Even when the Social Science Research Council was only in the stage of incubation, helpful and significant coöperation in this field was established between the two organizations.

In the last-mentioned year the committee on problems and policy set up a series of advisory committees, with membership drawn largely from outside the Council, and having to do, respectively, with (1) corporate relations, (2) crime, (3) cultural areas, (4) grants-in-aid, (5) industrial relations, (6) inter-racial relations, (7) international relations, (8) pioneer belts, and (9) social and economic research in agriculture. It is the function of these committees to canvass the needs and possibilities of research on their respective topics, to carry out preliminary inquiries, and, if found feasible, to supervise the execution of large and systematic projects. A budget of \$745,000 was drawn up to meet the needs of these committees (in addition to certain other investigations) over a two-year period, and at the beginning of 1927 approximately \$127,000 had been secured toward the amount.

Meanwhile the sum of \$25,000 was placed at the disposal of the committee on research agencies, and in 1927 this committee—renamed the committee on scientific methods—actively launched its work by starting preparation of a case-book designed to bring together significant materials on the methodology of social research. "Such a study," the committee feels, "will serve to clarify our ideas as to the scope and content of scientific method in the social sciences, will bring together examples of cases in which scientific method is followed, and will evaluate the technique pursued both as it applies to the particular discipline involved and to others to which the methods have application." This project is expected to occupy an expert investigator two years.

One other activity of the Council that calls for mention is the holding of summer conferences at Dartmouth College for interchange of information and ideas among research supervisors and workers. Such a meeting in 1925, under the joint auspices of the Council and the Laura Spelman Rockefeller Memorial Foundation, was attended by two-score political scientists, psychologists, and other scholars; another in 1926 took the form of a series of Council committee meetings, reinforced by invited guests, and under the immediate management of the committee on problems and policy. A similar meeting was held in the summer of 1927.

"In some quarters," writes the former chairman of the Council, "there seems to be a vague fear that the Council is moving in the direction of centralized, standardized research, conducted only by groups and committees and institutions and excluding the individual. Nothing could be farther from the real purposes of this body as I understand them. It is obvious that research must be conducted in

many centers under many auspices, that many ways and means will be employed by men of many minds. Nothing is more certain than that individual insight, individual genius, brilliant statement of a problem, or patient pursuit of an obscure trail to a great truth will be an indispensable part of the development of the social sciences, if they are to attain the goal toward which we all look. The whole purpose of the Council will be lost if we cannot provide for them better facilities, if we cannot help them in the discovery and solution of problems. Obviously also there are undertakings no one person can carry through alone, and syntheses and points of view in which many are better than one, but this should not obscure the fact that all research cannot be successfully centralized and standardized.”¹⁵

2. NATIONAL RESEARCH COUNCIL.

21st and B Sts., Washington, D. C. Vernon Kellogg, permanent secretary.

This highly important research organization was established by the National Academy of Sciences in 1916, at the request of President Wilson, as a measure of national preparedness. The usefulness of its work led to an executive order of May 11, 1918, requesting that the Council be perpetuated, (1) to stimulate research in the mathematical, physical, and biological sciences, and in the application of these sciences to engineering, agriculture, medicine, and other useful arts, (2) “to survey the larger possibilities of science, to formulate comprehensive programs of research, and to develop effective means of utilizing the scientific and technical resources of the country,” (3) to promote coöperation in research, at home and abroad, and (4) to engage in other work collateral to these objects. As reorganized at this time, the Council became, in even a larger degree than before, a coöperative association of the scientific and technical men of the country, with a considerable admixture of business men interested in engineering and industry. It enjoys the coöperation of the major scientific and technical societies, its membership being largely composed of representatives of over seventy of these societies, together with representatives of other research organizations, representatives of government scientific bureaus, and a limited number of members at large. Although partly supported during the war period by the government, the Council is now maintained entirely from other than

¹⁵ Social Science Research Council, *Annual Report of the Chairman, 1926* (Chicago, 1927), 12. For an earlier report see C. E. Merriam, “Report of the Social Science Research Council,” *Amer. Polit. Sci. Rev.*, XX, 185-189 (Feb., 1926).

governmental sources, and is controlled exclusively by its own representatively selected membership and democratically chosen officers. It expects to keep up a close coöperation with the government scientific bureaus, but it is itself in no sense a government bureau.¹⁶

The administrative work of the Council is supported out of a gift in 1919 (to the National Academy) of five million dollars by the Carnegie Corporation of New York—or so much thereof as remained after the splendid headquarters building in Washington was erected—and special scientific projects initiated or fostered by the Council are financed by special gifts obtained from time to time from various sources, such as the Rockefeller Foundation, the General Education Board, the Commonwealth Fund, the American Telegraph and Telephone Company, the Southern Pine Association, etc., and aggregating about four million dollars by the end of 1925. The work of administration is carried on by a small group of officers and an executive board, with an interim committee which acts for the board in the intervals between its stated meetings. "The Council is neither a large operating scientific laboratory, nor a repository of large funds to be given away to scattered scientific workers or institutions. It is rather an organization which, while clearly recognizing the unique value of individual work, hopes especially to help bring together scattered work and workers, and to assist in coöordinating, in some measure, scientific attack in America upon large problems in any and all lines of scientific activity, especially, perhaps, upon those problems which depend for successful solution on the coöperation of several or many workers and laboratories either within the realm of a single science or representing different realms in which various parts of a single problem may lie."¹⁷

The Council is composed of eleven major divisions arranged in two groups, one comprising seven divisions of science and technology, and the other comprising four divisions of general relations. It is mainly these latter divisions that cause the National Research Council—an institution definitely devoted to the natural sciences—to come within the purview of a survey of humanistic and social research; for while they, of course, are concerned primarily with the natural-science aspects of their respective fields, they carry on some surveys and

¹⁶ Similarly named organizations established in recent years in England, Canada, Australia, Japan, Italy, and other countries are all government-supported and to some extent government-controlled.

¹⁷ *National Research Council, Organization and Members, 1926-1927* (Washington, 1926), 9.

consider certain problems of direct interest to political scientists, economists, and others. For example, the Division of States Relations (President A. F. Woods, of the University of Maryland, chairman) has sponsored a series of surveys of the scientific activities, e.g., in the fields of health, agriculture, forestry, and engineering, of the governments of California, Illinois, Ohio, Wisconsin, and Massachusetts, bringing to view the present place of scientific research in state government and raising questions of considerable interest to workers in various social sciences, especially the problem of the nature and scope of the research work which it is appropriate or desirable for states to undertake with public money.¹⁸ A Division of Educational Relations has been concerned with (1) a survey of the status of research in the colleges and universities of the country; and (2) a study of the problem of the discovery and encouragement of the gifted student in colleges and universities, and of the relation to this problem of the recent tendency to introduce honors courses into the curriculum, and to adopt methods for sectioning classes on the basis of student ability; and it is at present occupied, in coöperation with several other organizations representing higher education, with a consideration of the position of research in institutions of collegiate grade (See p. 96).

Some of the more strictly natural-science divisions, however, undertake pieces of work which are of interest to social scientists. Thus the Division of Geology and Geography, in coöperation with the Social Science Research Council, has in hand a study of the pioneer belts of settlement in frontier countries; the Division of Medical Sciences is engaged upon a survey of the medico-legal situation in this country, particularly the functions and equipment of coroner's offices in selected representative localities; and the Division of Anthropology and Psychology, besides conducting studies on child development through an extensive fellowship system, has carried on inquiries, in coöperation with the Division of Medical Sciences, into certain fundamental aspects of human migration as determining causes of the movement of peoples, and is at present considering plans for the organization of a comprehensive study of the problem of the American negro.

¹⁸ See Leonard D. White, "An Evaluation of the System of Central Financial Control of Research in State Governments," *National Research Council Bulletin*, No. 49 (Dec., 1924), and "Scientific Research in State Government," *Amer. Polit. Sci. Rev.*, XIX, 38-50 (Feb., 1925). The Division has turned its attention to other phases of the question of the position of research in state government and has discontinued its surveys in individual states.

3. LOCAL COMMUNITY RESEARCH COMMITTEE, UNIVERSITY OF CHICAGO.

University of Chicago. Leonard D. White, executive secretary.

This committee is a subsidiary of the Social Science Group Conference, made up of all members of the instructing staffs of the departments of economics, history, political science, sociology, philosophy, anthropology, and social service administration. The committee consists of Professors L. C. Marshall, C. E. Merriam, E. W. Burgess, M. W. Jernegan, J. H. Tufts, and Edith Abbott, and has general charge of a variety of activities grouped under the head of community research. All phases of the political, economic, and social life of metropolitan Chicago, and to some extent of Illinois and the Middle West generally, come within the range of the committee's interest—notably the challenging and complex phenomena flowing from the rapid rise of a huge city, the developments and shifts of industry, the changing methods of transportation, the coming together of immigrants from all parts of the earth, and the stresses and strains upon the accepted instrumentalities of popular government. Subjects investigated since the committee's work was started in 1923-24 include non-voting, citizenship, gangs, divorce, housing, transportation, and labor organization; and projects now under way or soon to be started relate to (1) crime and its prevention, e.g., criminal statistics, the adult criminal, the juvenile delinquent, and criminal justice, (2) regional planning, including trends of population in the Chicago area, government of metropolitan areas, terminal marketing, etc., (3) social reporting, in various aspects, (4) personality studies, e.g., the pre-school child, leisure time activities, family disorganization, etc., (5) ethical standards, (6) housing, (7) family welfare work, (8) sundry phases of public administration and public welfare administration, (9) aspects of community organization, (10) problems of citizenship and the electorate, (11) child labor, (12) labor federation and legislation, (13) labor conditions and standards of living, and (14) studies in political leadership.

Altogether, sixty or more people—largely graduate students, research assistants, and younger members of the instructing staff, but including (especially as supervisors) many full professors—are regularly engaged, for some portion of their time, in the field work and other activities mapped out, authorized, and aided by the committee. At present the various undertakings are financed by a grant of \$50,000 a year for three years by the Laura Spelman Rockefeller Memorial

Foundation, with an additional \$25,000 if this sum is matched locally. Local aid is obtained from interested individuals and from organizations such as the Union League Club, with the result that approximately \$100,000 is now expended annually. It is hoped and expected that the work will be continued in future years; and it is not unlikely that the committee will eventually be merged into the Institute of Social Science proposed by the recent Commission on the Graduate Schools (See p. 47). The center of activities of the committee will in future be found in the Social Science Research Laboratory, a building soon to be erected for the purpose.

4. COUNCIL FOR RESEARCH IN THE SOCIAL SCIENCES, COLUMBIA UNIVERSITY.

Columbia University, New York City. Carlton J. H. Hayes, secretary.

This organization was established, under a resolution adopted by the University Council in February, 1925, for the purpose of giving encouragement and assistance to the researches of individuals and groups working in the social sciences, and especially of imparting a greater degree of coördination to such efforts. The Council consists of fourteen deans and professors, representing the faculties of political science, philosophy, law, and medicine, and the subjects or fields of anthropology, history, economics, political science, sociology, philosophy, psychology, and business administration. Subject to approval of the president of the University, the Council has power to make allotments for researches in the social sciences from "such funds as may be appropriated to it or secured by or for it"; and in its first year it administered research moneys, supplied in part by the University and in part by the Laura Spelman Rockefeller Memorial, in excess of \$100,000.

During the first six months thirty-one different research projects were scrutinized by the Council, and studies, under the direction of individuals or committees, were approved dealing with economic internationalism in the Caribbean region, correlations of certain mental and physical traits, family resemblances in intelligence, emotional "drives" in animals, economic critique of laws of business corporations, estimates of population in intercensal years, illiteracy in the United States, colonial population statistics, source materials for the history of New York, mythology of the Zumi Indians, and certain phenomena among the Navajo Indians. Projects later approved and promised financial support include the causes of bank failures, transition from agriculture to manufacture in densely populated sections,

the call-loan market of New York City, and economic and social developments in France. The Council proposes not merely to sift projects that are brought to it and give its support to the most worthy, but also to initiate coördinated studies, on the plan of the Local Community Research Committee at Chicago. As yet, however, its funds barely suffice for the support of projects formulated and submitted by individual scholars.

5. INSTITUTE FOR RESEARCH IN SOCIAL SCIENCE.

University of North Carolina, Chapel Hill, N. C. Howard W. Odum, director.

Having adopted a definite policy of studying social problems of state-wide significance, the University of North Carolina sought and obtained a subvention from the Laura Spelman Rockefeller Memorial Foundation to enable it to carry forward the work. An initial grant of \$97,500 was made, to be used over a period of three years in investigations having to do directly with "state and regional conditions"; and to this were added certain special grants for the study of specific problems. Still other grants have since been made over a five-year period. For the administration and expenditure of these funds, the president of the University set up, in 1926, an Institute for Research in Social Science, the main purpose of which is to assist faculty members in the prosecution of their research by means of research assistants, field expenses, and clerical help. Research assistants (who must have a graduate degree or a year's graduate work with research experience) were at the outset the chief agents for carrying on the work, eight or ten being appointed each year on a twelve months' basis with an annual stipend of \$1,500. Each appointment was made with a view to advancing a particular piece of research. As funds have become available, research associates and research professors have been added. The governing board, with the president as chairman, consists of twelve members of the faculty in the various schools and departments concerned with social sciences. Practically all members of the board, and most other members of the participating departments, are directing, or coöperating in the direction of, one or more pieces of research. Research problems and topics are selected from the broad field of social science, with little or no regard to departmental lines; most of them are of such a nature as to cut across these lines and enlist the collaboration of workers in two or more departments.

The principal subjects now being studied (some portions or units

having been completed) are the organization, functions, and administration of county government in North Carolina, involving an intensive survey, county by county; the law of municipal corporations in North Carolina, and the municipal administration of typical cities; constitutional development in the South prior to 1860; political theories of the slave-holding South; social history of North Carolina, 1800-60; customs, language, and superstitions of the rural inhabitants of central North Carolina; crime in North Carolina; the mill village in North Carolina; negro business problems; credit facilities for negroes in the South; negro folk life; mental and physical growth of school children; industrial welfare work in the textile South; state aid in railroad building; workmen's compensation; and various studies in regional human geography.

In collaboration with Professor Howard W. Odum, director of the Institute, Miss Jocher is preparing a comprehensive outline of social research, with special reference to Institute problems and methods. The volume will contain chapters on the spirit of scientific research; social research and the new alignment of the social sciences; the historical approach to social sources; the qualifications of the social research specialist; the divisions and general methods of social science; types of method and approach, including the statistical, the survey, the experimental, the case, the biological, the psychological, the comparative, and the historical; the range of general sources; research agencies and groups; reading and bibliography as tools; the utilization of notes and records; schedules, questionnaires, and forms; common sense technique; preparation of manuscript and publication; examples of social research; and bibliography.

6. INSTITUTE FOR RESEARCH IN THE SOCIAL SCIENCES.

University of Virginia, University, Virginia. Wilson Gee, director.

In June, 1926, President Alderman announced that the Laura Spelman Rockefeller Memorial Foundation had made a grant of \$27,500 a year for five years to the University of Virginia for research in the social sciences, and later in the year an Institute for Research in the Social Sciences was created to assume management of the enterprise. The Institute consists of the professorial members of the departments of history, economics, government, sociology, psychology, philosophy, and jurisprudence, together with the employed personnel, and also certain administrative officers of the University. A director appointed by the president and an executive council containing one representative of each of the schools constituting

the social science faculties of the University are in immediate charge; and the Institute is conveniently housed in one of the original Jefferson buildings, along with the school of history.

Although it is contemplated that the Institute will eventually extend its activities beyond the borders of Virginia, in the nearer future it will concentrate, very much as the Institute for Research in Social Science at North Carolina is doing, on problems relating immediately to the well-being of the state. "For a long time," says a recent announcement, "the University has wanted to enter this field, but has been hampered in doing so by lack of funds. It has chosen this field for two reasons. First, because Virginia is in a changing period of its history, and needs full light on its problems to direct as wisely as possible the current of transition. And secondly, the University of Virginia realizes that it is a state university and desires to relate itself more and more intimately with the people and the life of the state in general, feeling that such a relationship will be mutually beneficial."¹⁹ One of the major subjects to be studied is county government (also much emphasized by the North Carolina organization), and for this work a full-time research professor has been added to the University staff. Another field to be covered, also primarily by a newly added research professor, is the public welfare system of the state. Still other things which the Institute expects to undertake are studies of the revenue system and tax laws of the state, a statistical study of the rank of Virginia among the several states, a survey of crime, and a survey of the literature and sources of Southern political, economic, social, and intellectual history since Reconstruction. Most of these projects are, indeed, already in progress. "The reception of this work," writes the director, "on the part of the people of the state has been very enthusiastic and cordial, and it has already had a profoundly stimulating effect on the social sciences here at the University."

7. SOCIAL RESEARCH SOCIETY OF THE UNIVERSITY OF SOUTHERN CALIFORNIA.

University of Southern California, Los Angeles, Cal. Emory S. Bogardus, president.

This research group, organized in 1924, is composed of some twenty-five faculty members, graduate students, and persons in Los Angeles and vicinity who are interested in social investigation. The impetus was supplied by experience in connection with a Race Rela-

¹⁹ *University of Virginia News Letter*, Nov. 15, 1926.

tions Survey on the Pacific Coast begun in 1923, under the direction of Professor R. E. Park, of the University of Chicago, and culminating in a tentative-findings conference in 1925. This inquiry was supported by five regional committees and regional directors, extending from southern California to British Columbia, and by the Institute for Social and Religious Research, of New York City (See p. 229). The methods developed in connection with it are explained at length in Professor Bogardus' book, *The New Social Research* (Los Angeles, 1926). The object of the Society is to draw together representatives of the various social sciences in a coöperative attack upon selected problems, mainly of a sociological nature. Much stress is placed upon methodology, and while some of the monthly and special meetings are devoted to reports of findings, others, designated as clinic meetings, are intended to give opportunity for the presentation of concrete problems of method encountered by members of the group in their current studies. Two publications formerly issued separately at the University of Southern California, i.e., the *Journal of Applied Sociology* and the *Bulletin of Social Research*, were merged in the autumn of 1927 into a single journal, *Sociology and Social Research*.

8. THE OHIO INSTITUTE.

277 E. Long Street, Columbus, Ohio. R. E. Miles, secretary and executive director.

This organization, set up in 1914, received its impetus from experience of the Cincinnati Bureau of Municipal Research indicating the impracticability of handling many governmental and social problems on a purely local basis. The stated objects are to promote conditions in public service which will induce better men to enter and remain in such service, to devise and apply new standards of efficiency, to render service and furnish information at minimum cost through centralization of facilities, and to stimulate and develop public opinion. The Institute is organized as a non-profit corporation with a governing board of twenty-one trustees. Besides the executive director and an assistant secretary, the present research staff consists of four full-time experts. At the outset, financial support came chiefly from a limited number of public-spirited citizens, but at present it is organized largely on the basis of contributions from the community funds of all the principal cities. Special investigations are often undertaken for other organizations for compensation on a non-profit basis.

The activities of the Institute have thus far been principally in the fields of general governmental research, public finance and taxa-

tion, mental hygiene, penology, child welfare, and education. Principal pieces of research work completed include: methods of regulating the incurring of funded indebtedness by municipalities, counties, school districts, and townships in Ohio; a mandatory balance budget system for all local taxing districts of Ohio; financing of public education in Ohio (two studies); special classes for mentally deficient children in the public schools of Ohio; juvenile delinquency in the city of Dayton; state penal institutions; criminal records and statistics in Ohio; and a system of state institutions for the care of offenders. Among subjects which will probably receive attention within the next several years are: special education for mentally deficient children; the classification of prisoners and specialization of institutional treatment; administration of probation and parole systems; prison industry and prisoners' compensation; institutions for minor offenders; problems of public finance and taxation; methods of financing social welfare; county government; township government; and the school district system.

9. THE LEHIGH INSTITUTE OF RESEARCH.

Lehigh University, Bethlehem, Pa. Charles R. Richards, chairman of the executive board.

This institute was created by an act of the board of trustees in 1924 to encourage and promote scientific research and scholarly achievement in every division of learning represented in the University. Its functions, as more specifically stated in the published announcement,²⁰ are to stimulate interest in advanced scholarship and train men in methods of scientific research, to establish fellowships to assist promising men to secure advanced training in methods of research, to render the results of its investigations available to every one interested by publishing bulletins from time to time, to conduct research work of a fundamental character, the results of which will be real contributions to knowledge, and to coöperate, so far as its resources permit, with business, municipal, and governmental organizations in the investigation of problems of a far-reaching and fundamental nature, the solution of which will be of general benefit. By reason of the emphasis on natural science in the University, the work of the Institute falls mainly in that domain. Languages and the social sciences are, however, not without representation. Present funds for research amount to \$7,500 a year (exclusive of any departmental

²⁰ *Organization and Functions of the Institute of Research of Lehigh University, Circular No. 1 (1924).*

moneys that may be diverted from teaching to investigative ends), and the work of the Institute must be carried on entirely by members of the regular teaching staff. It is hoped, however, that in time it will be possible to build up a research staff, "composed of full-time research assistants or professors, special investigators employed for a limited time on a particular investigation, and research fellows who will devote half time to the work of the Institute and the other half to graduate study." For the realization of this objective it is estimated that an annual budget of \$100,000 (requiring an endowment of \$2,000,000) will be required.

IO. PERSONNEL RESEARCH FEDERATION.

40 W. Fortieth St., New York City. Walter V. Bingham, director.

This organization was formed in March, 1921, at a conference held under the auspices of the National Research Council and the Engineering Foundation to bring about coöperation among the many agencies conducting research relating to men and women in industry and commerce, from management to unskilled labor. The Federation was incorporated in 1925, in New York, as a membership corporation with the object of pursuing the scientific study of man in relation to his occupations and his education therefor, and of diffusing knowledge concerning this relation. The membership consists of independent research bureaus, collegiate schools of business, government bureaus, and large industrial establishments having personnel research departments (all being represented by authorized individuals), and of sustaining and subscribing members in sympathy with the purposes of the association. The sources of income are voluntary subscriptions, membership dues, and sales of bulletins and other publications. A budget of \$20,000 to \$30,000 is raised annually for the maintenance of the office and of a staff composed of the director and several assistants. Among the activities of the central office are the gathering and dissemination of information on personnel research; arranging for and following up conferences on industrial personnel research, and on educational personnel research and student guidance, with special reference to improvement in research methods; assisting members and others in the formulation and conduct of research, and in the coördination of research effort; issuing service bulletins and editing a monthly magazine, the *Journal of Personnel Research*. This periodical contains significant contributions by economists, engineers, psychologists, psychiatrists, and specialists in the biological and medi-

cal sciences. Within its scope fall industrial psychology, hygiene, and fatigue; the selection and development of executives; hiring, placement, and training of workers; job analyses and motion studies; methods of wage payment; personnel records and methods of administration; and vocational guidance.

CHAPTER X

RESEARCH INSTITUTES AND BUREAUS: HISTORY AND ECONOMICS

THIS chapter and the succeeding one are devoted to sketches of research organizations whose interests and activities are substantially confined to some one of the seven major fields covered in the present survey. In certain of these domains there are few institutions of the kind, in one or two cases, i.e., philology and philosophy, apparently none at all. Both inside and outside the universities, research in these fields is prosecuted entirely on an individual basis, except in so far as organization and coöperation are supplied (1) by national and regional learned societies, (2) by participation in research councils of broad scope, such as some of those described in the preceding chapter, and (3) by association of scholars within university departments or through other forms of personal collaboration. On the other hand, in certain fields, especially the newer social sciences, the number of special research organizations is large and steadily growing. It is in economics, political science, and sociology that the phenomena described in the earlier portion of the preceding chapter mainly show themselves, and it is in relation to these disciplines that the problem of the detached bureau versus the university has stirred most discussion—aside, of course, from chemistry, biology, and one or two other natural sciences.¹

¹ No organizations of the kind dealt with in this chapter are known to exist in philosophy or in the philological sciences. The closest approach in the latter field seems to be the research groups maintained by the Modern Language Association of America (See p. 120), and perhaps also the rather elaborate organization set up for the Modern Foreign Language Study (See p. 111). These, however, do not quite fall within the lines; besides, the subjects of investigation in the Modern Language Study were essentially pedagogical. Productive scholarship has been far less institutionalized in the philosophical and philological fields than in most other branches of learning.

In the field of archaeology the situation is otherwise. But, partly because of the frequently inseparable relation of that subject with anthropology, fine arts, natural history, and other disciplines, both in research organization and in the assembling and utilizing of collections, and partly because of considerations of space, it has not seemed practicable to deal here with the large number of museums and similar organizations which, along with sundry other activities, engage—to a very considerable extent in certain instances—in research work. Among organizations of the kind may be mentioned the U. S. National Mu-

a. HISTORY

Practically all organizations that foster or carry on research in this field are either (1) historical societies, treated in Chapter VII, or (2) research councils having to do with the social sciences generally, covered in Chapter VIII. Of importance, too, in this connection are, of course, (1) state and other historical libraries and (2) state and other bureaus or divisions of archives. Of research institutes of the sort in mind at the present point, and devoted exclusively to history, there is only one which clearly calls for mention, as follows:

I. DEPARTMENT OF HISTORICAL RESEARCH, CARNEGIE INSTITUTION OF WASHINGTON.

Woodward Building, Washington, D. C. J. Franklin Jameson, director.

The Carnegie Institution of Washington (See p. 340) was founded in 1902 by the late Andrew Carnegie for the promotion of original research. It was incorporated by act of Congress on April 28, 1904. It has nine organized departments, and four other establishments less permanently organized; but with the exception of an establishment for research in Middle American Archæology,²

seum at Washington, the Haskell Oriental Museum at the University of Chicago, the University of Pennsylvania Museum, the Classical Museum at the University of Illinois, the Museum of Art and Archæology at the State University of Iowa, the Department of American Archæology at the Phillips Andover Academy, the Peabody Museum of Archæology and Ethnology and the Semitic Museum at Harvard University, the Museum of Art and Archæology at the University of Michigan, the Museum of Art and Archæology at the University of Missouri, the Museum of Classical Archæology at Cornell University, the Metropolitan Museum of Art and the Museum of the American Indian (Heye Foundation) in New York City, and the Peabody Museum at Yale University. For a complete directory of American museums of all kinds, see *Museum Work*, VIII, No. 5 (Mar.-Apr., 1926), published by the American Association of Museums, 2 West 46th St., New York City.

²It will be appropriate to introduce at this point a brief account of the activities of this branch. Archæological work on the part of the Carnegie Institution in the region embracing Central America and Yucatan began in 1914 with the making of a grant to Dr. Sylvanus G. Morley for aid in the preparation of writings embracing description and decipherment of Maya texts, and the investigation of their chronological relations. In 1915 the effort to develop farther knowledge of the archæology and civilization of the Mayas was enlarged by the carrying out of a field expedition to Guatemala and Honduras. Another expedition, in the succeeding year, was extended to Yucatan, and such expeditions have been repeated in each subsequent year. In 1920 an elaborate work on the inscriptions at Copan in Honduras was published. From 1923 on, attention has been especially centered on the Maya ruins at Chichen-Itzá in Yucatan. An arrangement was made in that year with the Mexican

all are in the field of the physical sciences, except the Department of Historical Research. This department was organized in 1903. The director during the first two years was Professor Andrew C. McLaughlin, now of the University of Chicago; since October, 1905, the director has been Dr. J. Franklin Jameson, formerly of Brown University and the University of Chicago. For the year 1906 the trustees of the Institution appropriated \$17,600 for the work of this Department; for 1927 the appropriation was \$44,200. The staff consists of the director and nine regular assistants. Much use has also been made, in each year, of the services of scholars not permanently attached to the staff—in most cases, professors having leaves of absence from their universities or colleges, and engaged by the Department on account of special acquirements or competence for the particular piece of work.

Not attempting to produce either histories or monographs, the Department devotes itself to the preparation of volumes which will advance historical scholarship in the field of American history by facilitating the work of the writers of monographs and histories. These works are of two sorts; first, reports on materials, and guides or aids to their use; second, textual publications of documents. Of the first sort, the Department has published twenty volumes, of which the greater number are guides to materials for American history in foreign archives—European, Canadian, Mexican, Cuban—while others furnish inventories of historical materials in archives of the United States government in Washington. Volumes relating to the archives of three European countries are yet to be published. Of the second sort, eleven volumes have been published, carrying part way toward completion each of six distinct series of documents, illustrating, respectively, the European diplomacy relative to colonial America, the historical development of the Spanish provinces in the Rio Grande region, the proceedings and debates of the British Parliament respecting North America, the transactions of the Continental Congress, the history of American slavery as a social and legal institution, and the correspondence of Andrew Jackson. The present work of the Department consists in the completion of the government, involving concessions under which a ten-year program is being carried out, in the excavation of temples and courts, the uncovering of remarkable sculptures and paintings, and such processes of restoration and repair as will give permanence to the results uncovered or attained. An elaborate establishment has been created at Chichen-Itzá, where in the last season ten archæological workers were employed, headed by Dr. Morley as director. A similar concession for five years' work in Guatemala, at Uaxactún, has been obtained from the government of that country.

archive guides and the carrying forward to completion of the various textual series. The director also edits the *American Historical Review*.

b. ECONOMICS

This is a field in which, especially since the World War, research institutes and bureaus have multiplied with remarkable rapidity. The list here given is intended to include all of the more important organizations of the kind, with, however, very brief treatment, or only bare mention, of several bureaus of business research that conform closely to familiar types. Various councils or bureaus that have ceased to exist, or have become inactive, are not included.³

I. NATIONAL BUREAU OF ECONOMIC RESEARCH.

474 W. 24th St., New York City. G. R. Stahl, executive secretary.

Some months after the armistice of 1918 a little group of men who had been engaged in investigative work for the Army and the War Board fell to discussing the problems of reconstruction and, in general, the need of the country for peace-time information equally trustworthy with the data assembled by fact-finding agencies developed during the war. They came to the conclusion that they and other citizens stood in need of an intelligence service quite as much as an army needs such a service during hostilities. Accordingly, the group worked out the chief features of what was at that time a rather novel organization, and in 1920 the resulting National Bureau of Economic Research was incorporated under the laws of the state of New York. As set forth in the charter, the objects for which the Bureau was formed were "to encourage in the broadest and most liberal manner, investigation, research, and discovery, and the application of knowledge to the well-being of mankind; and in particular to conduct, or assist in the making of, exact and impartial investigations in the field of economic, social, and industrial science, and to this end to coöperate with governments, universities, learned

³ One of the inactive agencies of the kind is the Midwest Agricultural Economics Research Council, organized in 1923 to serve as a clearing house (not itself as a research body) for information concerning research activities, sources of data, and proposals for new projects in the field of agricultural economics, in the Middle Western States. The work was carried on from Chicago by Burke H. Critchfield, of the U. S. Bureau of Agricultural Economics. Mr. Critchfield has been withdrawn by the Bureau, and the organization has practically ceased to function. A mimeographed tentative *Bibliography of Research in Agricultural Economics in the Middle Western States*, issued in 1924, has much value for workers in the field. Inquiries may be addressed to Professor G. I. Christie, Purdue University, Lafayette, Indiana.

societies, and individuals." The aim has been not only to find facts and give them publicity, but to determine them in such manner and under such supervision as to make the findings carry conviction to liberals and conservatives alike. The Bureau is precluded by its charter from becoming an agency for the profit of its members, directors, or officers, and by rigid provisions in its by-laws from becoming an instrument for propaganda.

Entire control is vested in the corporation, which consists of a self-perpetuating board of directors, of whom eight are nominated (one in each case) by the American Economic Association, the American Statistical Association, the American Federation of Labor, the American Bankers Association, and other organizations of widely diverse interests. The present chairman of the board is Mr. John P. Frey, president of the Ohio State Federation of Labor and editor of the *Molders' Journal*.

The office of director of research is shared by Professors Edwin F. Gay, of Harvard University, and Wesley C. Mitchell, of Columbia University, and the research staff consists regularly of from seven to nine economists and statisticians, besides clerical assistants. Special collaborators in the collection of certain statistics have been employed in some sixty different countries. Extreme care is exercised in safeguarding the scientific character of all work done. No report of the research staff may be published without the approval of the directors, and any director who dissents from any finding endorsed by a majority of the board is entitled to have such dissent published with the majority report.

The Bureau was organized with the aid of grants from the Commonwealth Fund and the Carnegie Corporation. These foundations, however, are now requiring it to demonstrate that there is a wide interest in impartial investigations, by developing support from a large number of relatively small contributors. By resolution of its board of trustees, dated November 16, 1922, the Carnegie Corporation undertook to duplicate, for the following three years, up to a maximum of \$30,000 a year, all other contributions to the Bureau's operating expenses. Additional contributions were made by the Corporation for the fourth and fifth years, in reduced ratio. This donation was made "in view of the excellent services rendered by the National Bureau of Economic Research, and in view of its proposal within five years to finance its needs permanently through the development of an extensive subscription group and the securing of an endowment of one million dollars."

The original plan has been strictly adhered to of making the investigations deal with topics of national importance, regarding which quantitative analysis is feasible, with the object of placing as much as possible of present-day discussion on a basis of fact, as distinguished from more or less partisan opinion. The initial investigation dealt with the amount and distribution of income in the United States. This subject was highly controversial, but of obvious bearing upon taxation, relations of capital and labor, and various other major problems; and the success of the inquiry as a piece of scientific procedure is attested by the fact that the results were accepted by the board of directors unanimously. The findings were published under the title "Income in the United States in the year 1919," Vols. I and II, the former giving a summary of the results, intended for the general reader, and the latter setting forth in full the methods and estimates on which the results shown in the first volume were based. The results of eight other major investigations have now been published, as follows: "Distribution of Income by States in 1919;" "Business Cycles and Unemployment;" "Employment Hours and Earnings in Prosperity and Depression;" "The Growth of American Trade Unions, 1880-1923;" "Income in the Various States, its Sources and Distribution, 1919, 1920, and 1921;" "Business Annals;" and "Migration and Business Cycles," the last-mentioned investigation having been made at the request of the National Research Council's committee on scientific problems of human migration.

The Bureau has in an advanced stage of preparation a report on the distribution of earnings, income, and ownership among Americans in 1921, and another on bond yields and interest rates in the United States by months since 1859. Professor Mitchell is also about ready to publish the first volume of an extensive general treatise on business cycles. Other investigations in progress include two studies undertaken at the request of the Social Science Research Council, i.e., (1) a study of the relations between migration and the rate at which automatic machinery is adopted in industrial processes, and (2) the mass movements of mankind in the nineteenth century. As part of its work on business cycles, the Bureau is also conducting (1) a series of investigations into wage rates, earnings, labor costs, and living costs, (2) a second series pertaining to the interrelations among the fluctuations in prices of different commodities, and (3) a comprehensive collection of economic data relating to the United States, Great Britain, France, and Germany.

In addition to publishing reports, the Bureau devotes much at-

tention to making its results widely and promptly available in less formal fashion, and to aiding other investigators in its field. For this purpose it distributes a "News Bulletin," containing advance summaries of results, and answers many requests for information and expert advice from professional associations, field agencies, and business corporations.

2. INSTITUTE OF ECONOMICS.

26 Jackson Place, N. W., Washington, D. C. Harold G. Moulton, director.

This research organization was established in 1922 by Mr. Robert S. Brookings, who was instrumental in procuring the financial aid of the Carnegie Corporation and who also donated the eight-story building (with site) which houses the Institute and certain other kindred establishments such as the Institute for Government Research (See p. 206). Mr. Brookings serves as president, ex-President A. T. Hadley as vice-president, and ex-Secretary D. F. Houston as treasurer. Full financial support comes from the Carnegie Corporation, whose grant, covering a ten-year period, yields an average yearly income of \$165,000.⁴

From the inception of its work the Institute has pursued two general objects: first, to investigate significant problems in the field of economics, and, second, to report on its investigations in as clear and understandable a manner as possible. Its program of studies, which covers the whole field of economics, falls primarily into five major divisions: international economic reconstruction, international commercial policies, finance, agriculture, and industry and labor. The following statement was made by the Carnegie Corporation at the time when the Institute was established: "The Carnegie Corporation of New York, in committing to the trustees the administration of the endowment, over which the Corporation will have no control whatsoever, has in mind a single purpose—namely, that the institution so inaugurated shall be conducted with the sole object of ascertaining the facts and of interpreting these facts for the people of the United States in the most simple and understandable form. The Institute shall be administered by its trustees without regard to the special interests of any group in the body politic, whether political, social, or economic." And, to the end that the Council and staff may enjoy the freedom which is conceded as essential to scientific prog-

⁴ For a statement of the considerations that impelled this foundation to subsidize the Institute, see Carnegie Corporation of New York, *Report of the Acting President, 1922*, pp. 32-33.

ress, the trustees have adopted the following resolution: "The primary function of the trustees is not to express their views upon the scientific investigations conducted by the Institute, but only to make it possible for such scientific work to be done under the most favorable auspices."

The active work of the Institute is under the immediate control of the director and of the Council, the latter consisting of the following members, in addition to the director: Thomas W. Page, Edwin G. Nourse, Charles O. Hardy, and Robert R. Kuczynski. Dr. Page is the head of the tariff section of the Institute personnel, and Dr. Nourse is the head of the agricultural section. The research staff consists regularly of about twenty-five economists and statisticians and about fifteen clerical assistants and stenographers. The aim is to produce scientific work by use of the method of coöperative research. All studies completed by the members of the staff are submitted to the Council for approval before publication. With a view to promoting independence of thought on the part of staff members, the Council has, however, adopted a policy, in cases of disagreement as to interpretation or conclusion, of publishing the author's views as he desires and then printing a dissenting opinion on the points at issue.

The reports of the Institute appear in the form of cloth-bound volumes, of which about two dozen have thus far been published. The subject matter of these volumes is in nearly all cases clearly indicated by the titles. The list is as follows: "Germany's Capacity to Pay," by Harold G. Moulton and Constantine E. McGuire; "Sugar in Relation to the Tariff," by Philip G. Wright; "Miners' Wages and the Cost of Coal," by Isador Lubin; "Russian Debts and Russian Reconstruction," by Leo Pasvolsky and H. G. Moulton; "American Agriculture and the European Market," by Edwin G. Nourse; "The Reparation Plan," by Harold G. Moulton; "Making the Tariff in the United States," by Thomas W. Page; "The French Debt Problem," by Harold G. Moulton and Cleona Lewis; "Interest Rates and Stock Speculation," by Richard N. Owens and Charles O. Hardy; "The Case of Bituminous Coal," by Walton R. Hamilton and Helen R. Wright; "The Ruhr-Lorraine Industrial Problem," by Guy Greer; "The Federal Intermediate Credit System," by Claude L. Benner; "The Tariff on Wool," by Mark A. Smith; "The Cattle Industry and the Tariff," by Lynn R. Edminster; "The Coal Miners' Struggle for Industrial Status," by Arthur E. Suffern; "Tax-Exempt Securities and the Surtax," by Charles O. Hardy; "World

War Debt Settlements," by Harold G. Moulton and Leo Pasvolsky; "Financing the Livestock Industry," by Forrest M. Larmer; "Italy's International Economic Position," by Constantine E. McGuire; "American Loans to Germany," by Robert R. Kuczynski; "Workers' Health and Safety," by Robert M. Woodbury; "The Farmer and the Business Cycle," by Russell C. Engberg; "The Legal Status of Agricultural Coöperation," by Edwin G. Nourse; and "The British Coal Dilemma," by Isador Lubin and Helen Everett.

A considerable number of the Institute's publications have been translated into one or more foreign languages, including French, German, Russian, Spanish, and Dutch. Each one of the Institute books as it appears is brought out simultaneously in London in the form of a separate edition for the British market. In addition to presenting its findings in book form, the Institute contributes many articles on current economic subjects to trade and other periodicals, and also furnishes government officials and individual congressmen with digests of material bearing on pending legislation.

3. INSTITUTE FOR RESEARCH IN LAND ECONOMICS AND PUBLIC UTILITIES.

*Wieboldt Hall of Commerce, Northwestern University, Chicago, Ill.
Richard T. Ely, director.*

This educational and research institute was gradually built up by the director in the years following the war, and was incorporated as a non-profit organization to offer scientific guidance in the solution of concrete problems in the fields of land and public utility economics—fields in which, as compared with others in the economic domain, research had manifestly lagged. Without wholly abandoning the work at the University of Wisconsin, where the Institute originally took form, the organization was transferred in 1925 to Northwestern University, which provides quarters and equipment, although the Institute retains its identity as a separate organization operating under a board of nine trustees to which the director is responsible. With a view to coördination on a national scale, there is an advisory research council, consisting of eight professors of economics of leading universities. The staff consists of ten persons of professorial rank, all of whom are specialists in particular branches of the field; and all devote their entire time to the work. In addition, there are nine research assistants and seven research scholars. It is expected that other members will be added to the regular research

staff, to work in certain fields not yet adequately covered, as soon as necessary funds are secured.

One of the principles of the Institute has been the conducting of a certain amount of teaching along with its work of investigation. As the field studied is comparatively new, and the number of available workers is limited, the main object of teaching is the training of properly qualified workers. A second object, however, is to test the clearness and effectiveness of presentation of the results obtained by the staff.

The Institute is supported entirely by voluntary contributions and now has a budget of about \$100,000 a year. The Carnegie Corporation is giving \$12,500 a year. The Laura Spelman Rockefeller Memorial gave at first \$10,000 a year, then added \$10,000, and now is giving \$30,000 a year, with the proviso that the Institute shall raise two dollars for one. Various industries are contributing, e.g., the National Electric Light Association \$25,000 a year, the National Association of Real Estate Boards \$5,000 a year, and the Chicago Real Estate Boards \$2,500 a year. Gifts which are conditioned or have a private purpose are refused.

A large program of research has been formulated in relation to three major fields within the Institute's domain, i.e., agricultural land economics, urban land economics, and public utility economics; and these programs have been presented for public inspection in two brochures published in 1926.⁵ In the first field it is proposed to devote attention principally to problems of farm ownership and tenancy (and allied subjects), as being of largest present and future importance; and studies are now in progress in Wisconsin, Illinois, and Iowa dealing with the relation of the standard of living of the farmer to farm ownership and farm tenancy, the relation of genealogical, historical, and sociological forces to the percentage of tenancy, foreign tenure systems in comparison with American, large and small holdings, and the taxation of land. A history of land systems, covering the western world generally, is also in preparation. In the field of urban land economics the outstanding problem is considered to be home ownership and tenancy, and the Institute proposes to study this subject extensively in various American cities. Projects already in hand include a statistical investigation of changes in land values of thirty-seven cities in Wisconsin, the problem of merchandizing office space, the causes of urbanization and the factors determining the location of cities, factors governing the extent and limits of house

**Research in Land Economics; Research in Public Utility Economics.*

ownership in American cities, the economic and legal aspects of zoning, and an inquiry into the validity of the law of "ripening costs" in land utilization.

In view of the peculiar economic characteristics which distinguish public utilities from private business and render them an appropriate field for special study, and on account, further, of the intimate relation of public utility problems to many problems of land economics, the Institute has mapped out an extensive program of investigation in the practically virgin public utility field, with reference to basic economic principles of public utility enterprise, public utility finance, and the relation of operation and management to public policy. Studies now in progress include a survey of public ownership of public service enterprises in Los Angeles, a statistical comparison of the results of public and private ownership of electric light and power stations, the development and status of the gas industry, the financial structure and earnings of the holding company, forecasting public utility earnings, labor policies of public utilities, and taxation of public service industries.

The Institute publishes a quarterly *Journal of Land and Public Utility Economics* which affords a medium for the scientific discussion of problems in its field and for the presentation of the results of research, contributors being restricted to members of the Institute staff. *The Institute News*, containing announcements and brief reviews of research work and other activities of the Institute, is issued monthly. As research on particular topics reaches completion or an appropriate stage of advancement, the results are put into book form. Many volumes are planned, and several are in preparation.

4. THE POLLAK FOUNDATION FOR ECONOMIC RESEARCH.

Newton, 58, Mass. *William T. Foster, director.*

This Foundation was created in 1920 by Mr. Waddill Catchings "for the purpose of studying the means whereby the economic activities of the world may be so directed, and the products so distributed, as to yield to the people generally the largest possible satisfactions." The founder, who bears an active part in carrying on the work, was formerly president of the Central Foundry Company and of the Sloss-Sheffield Steel and Iron Company, and is now a member of Goldman, Sachs, and Company and a director of numerous industrial corporations. The director was formerly president of Reed College. Approximately \$25,000 a year is spent on research work and

publication. The founder and director have jointly brought out two challenging books—"Money" and "Profits"—for the best adverse criticisms of which they have offered and awarded substantial money prizes;⁶ and the Foundation has been instrumental in the preparation and publication of such other works as Professor Irving Fisher's "The Making of Index Numbers," Professor H. R. Hastings' "Costs and Profits," and Mr. M. B. Dexter's "Social Consequences of Business Cycles." The founder and director are now engaged upon studies concerning the flow of consumers' income in relation to the flow of consumers' goods, the results to be published as a sequel to "Profits"; and other research which is being supported by the Foundation includes a study of real wages, under the direction of Professor Paul H. Douglas, of the University of Chicago, and of the federal reserve system, under the direction of Professor O. M. W. Sprague, of Harvard University. By agreement with the American Economic Association and American Statistical Association, two volumes consisting of papers presented at annual meetings of these organizations have been published by the Foundation, i.e., "The Problem of Business Forecasting" (ed. by W. M. Persons *et al.*) and "Population Problems in the United States and Canada" (ed. by Louis I. Dublin).

5. CALIFORNIA ECONOMIC RESEARCH COUNCIL.

Ferry Building, San Francisco. Herbert F. Ormsby, secretary.

This Council was formed in April, 1926, as a voluntary organization of research departments of some 125 banks, corporations, advertising agencies, federal offices, state bureaus, university departments, trade marketing associations, trade journals, and commercial bodies, together with individuals and committees engaged in any phases of statistical reporting, collecting or distributing data, or carrying on business research. The original impetus was supplied by the California Development Association (the state chamber of commerce), and the object is stated to be to "foster and promote the correlation of the activities of all economic research and statistical agencies, the standardization and coördination of existing economic data, and the development of new sources of statistical and research information in the state of California." The work of the Council is carried on by an executive committee of fifteen, and by group committees on natural resources, agricultural economics, irrigation economics, industrial economics, and business research. The

⁶ "Business Without a Buyer," published by the Foundation in 1927, is an attempt to give, in popular form, the substance of "Money" and "Profits."

general chairman is Professor W. E. Hotchkiss, dean of the graduate school of business at Stanford University, and the vice-chairman, Dr. J. R. Douglas, assistant vice-president and manager of the department of research and service of the Security Trust and Savings Bank, Los Angeles.

The committee on natural resources plans to publish a general report on climate in California, to work for the consolidation of various state appropriations for the support of stream-gauging work carried on by the water resources branch of the U. S. Geological Survey, and to correlate and foster research upon feasible methods of forecasting the annual water supply in California. The committee on agricultural economics plans to expand the state and federal crop reporting service, to foster the establishment of a western information office of the U. S. Bureau of Agricultural Economics, and to develop a comparable series of price records for California farm products. The committee on irrigation economics plans the collection of historical and economic data on irrigation and reclamation work within the state, a study of the essential economic factors involved in irrigation and reclamation enterprises, and an investigation of the economic limits of irrigation pumping in California. The committee on industrial economics proposes to develop statistics of distribution in regard to stocks in the hands of wholesalers and retailers in the lumber industry, to promote the gathering of statistics on the consumption of metallic and non-metallic raw minerals by Pacific Coast industries, and to organize a plan to facilitate the exchange of statistics between public utilities and the business public. The committee on business research has in mind the following program: (1) securing arrangements for a state census of population alternating with the federal census, and for uniform bases for reliable estimates of population during intercensal years; (2) bringing about the adoption of a uniform basis for reporting building statistics, as to number and value of permits, family capacities, etc.; (3) fostering a uniform procedure for reporting exports and imports; also domestic inbound and outbound water commerce, as to tonnage, value, etc.; and (4) seeing that statistics of employment, including earnings and hours of workers in agriculture, commerce, and industry, are made available by districts.

A catalogue of research agencies in the state summarizing the activities of each, indicating statistical data now available, and containing an index of lists of research information, is announced for early publication.

6. BUREAU OF RAILWAY ECONOMICS.

Seventeenth and H Streets, Washington, D. C. Julius H. Parmelee, director.

Established in 1910 by the country's principal railway companies as their clearing house for general economic, accounting, and statistical research, this bureau is financed exclusively by the railways, makes no charge for its services, and is not a commercial organization in the usual sense of the term. The staff consists of a director, assistant director, statistician, librarian, and chief clerk and treasurer; and the principal departments are a statistical division, a research division, an agricultural inquiry division, and a library. The Statistical Division devotes itself to the compilation of railroad accounts and statistics of all kinds, covering both the United States and foreign countries. It makes individual compilations at the request of railway officials, economists, government officials, and others, and publishes periodical bulletins, among which are "Summary of Operating Statistics," "Railway Revenues and Expenses," and "Statistics of Railways of Class I." The Research Division carries on special studies under the supervision of the director of the bureau, some sixty persons being employed. The Agricultural Inquiry Division has to do with studies on the relationship between commodity prices and transportation costs and publishes frequent statistical bulletins on the subject. The Library Division operates what is probably the largest transportation library in the world, numbering more than 125,000 titles dealing with various phases of transportation in the United States and abroad. It prepares bibliographies, answers inquiries from other libraries, and informs railway officials and students generally concerning sources of information on transportation matters.

Subjects that have been covered in published bibliographies include consolidation of railroads, electrical railroads, cost and development of commercial aviation, and coöperative relations between railroad managements and railroad employees.

7. INDUSTRIAL RELATIONS SECTION, DEPARTMENT OF ECONOMICS AND SOCIAL INSTITUTIONS, PRINCETON UNIVERSITY.

Princeton University, Princeton, N. J. James D. Brown, director.

This project was launched in 1922 on the basis of a gift of \$12,000 a year for a period of five years by Mr. John D. Rockefeller, Jr., with whom the idea of this particular kind of bureau seems to

have originated. Until his resignation in 1926, Professor Robert F. Foerster, formerly of Harvard University, was in charge of the enterprise, with the title of director. The primary object of the Section has been to assemble and maintain for reference and research purposes a systematic collection of "reports, documents, periodicals, etc., dealing primarily with arrangements, both trade-union and non-trade-union, that are actually in operation and with the aims and recommendations of organizations and persons who are themselves a party to industry." A certain amount of research has been carried on by means of the materials assembled (the director, in collaboration with Miss Elsie H. Dietel, published in 1926 an important volume entitled "Employee Stock Ownership in the United States"), and lengthy memoranda on specific topics, e.g., labor banks, pension systems, and unemployment benefits, have been supplied to inquirers or other interested persons or groups. But money and energy have gone mainly into the gathering and cataloging of printed and manuscript material, much of it of fugitive character, including especially trade journals, house organs, and other publications which, because of their bulk and the difficulty of keeping on the mailing list, libraries generally ignore. The result is a well-organized and easily accessible body of material for which all investigators in the labor field have reason to be grateful. No American collection of periodical literature in the field—especially of employee magazines—is equally rich. It is to be hoped that the work will not be discontinued, because much of it is not being done elsewhere and many of the publications have to be obtained promptly if at all.

8. BUREAU OF STATISTICAL RESEARCH, SCHOOL OF COMMERCE,
ACCOUNTS, AND FINANCE, UNIVERSITY OF DENVER.

Denver, Col. John H. Cover, director.

This bureau was organized June 1, 1924, and is supported partly by the School of Commerce, partly by a subvention from the Laura Spelman Rockefeller Memorial Foundation, and partly by small gifts from other sources. The total income during the past year, including the portions of salaries of the teaching staff allotted to research, was \$14,899. A director, an assistant director (both half-time), and a full-time secretary are employed; and research fellowships are granted to graduate and other advanced students, who participate in studies for the monthly publication, *The University of Denver Business Review*, which was launched in 1925. The Bureau's interests are not restricted to business, but include the broader

phases of economics, social problems, and physical facts (e.g., precipitation, temperature, drainage, and irrigation) in the Rocky Mountain area. Projects in hand include: temperature and precipitation over fifty-two years; insurance written; advertising barometers; gasoline and kerosene receipts and consumption; prices of stocks and bonds of regional industries; and time-series analyses of wages, cost of living, infractions of criminal laws, and cases of charitable organizations. Studies of the following are planned: relative consumption of commodities in Denver in comparison with manufacture of such commodities; determination of the national range of marketing activities for Denver industries; post-office receipts; tourist migration; automobile assembly; economic grouping of population; data on labor; wholesale business; warehouse facilities; tramway and automobile traffic; and real estate values.

9. FOOD RESEARCH INSTITUTE.

Stanford University, California. Carl L. Alsberg (secretary), Joseph S. Davis, and Alonzo E. Taylor, directors.

This institute was founded in 1921—as a direct outcome of wartime experience—by the joint action of the Carnegie Corporation of New York, which guaranteed funds (\$73,000 a year) for ten years, and the trustees of Stanford University, who provided quarters and facilities and gave the organization the status of a university department. The originator of the plan was Secretary Hoover (who had remarkable experience in supplying food to the various distressed nations of Europe during the war and in the year following the armistice); and Stanford University was selected as the location partly because of the richness of the Hoover War Library, at that university, in documentary material pertaining to food problems and related matters. The purpose of the organization is (1) to carry on coöordinated and intensive studies of food problems in their economic and scientific aspects, (2) to build up and make available an accurate and increasingly comprehensive body of significant knowledge concerning food production, trade, consumption, and prices, from both national and international viewpoints, (3) to bring this knowledge to bear upon the improvement of practices in the food industries, and (4) to promote the adoption of sound and farsighted national policies with respect to food. The organization's plans and undertakings are determined by the three joint directors, who are experts, respectively, in agriculture and food manufacture, economics and food distribution, and the physiology and chemistry

of nutrition. There is, besides, an advisory committee of nine persons of special competence in various sections of the food field. A research staff of some fifteen members (including five food research fellows) combines biological, chemical, economic, and statistical interests; and every effort is made to coöperate with other organizations with a view to preventing duplication.

The Institute's policy is to approach food problems primarily through important groups of food commodities. Wheat and wheat products were first selected for intensive study, and similar work has now been started on fats and oils. Other staple foods, such as sugar, meats, and dairy products, will be taken up as time and funds permit, the economic and statistical work being supplemented by chemical, biological, and plant-physiological studies. The results of researches are published in various technical journals, in a series of miscellaneous monographs, and in a special series entitled "Wheat Studies."

IO. BABSON'S STATISTICAL ORGANIZATION, INC.

Babson Park, Wellesley Hills, Mass. Leroy D. Peavey, president.

This bureau was established in 1906 by Mr. Roger W. Babson to serve a small group of bankers, business men, and investors who recognized the value of fundamental statistics and their preparation by a central organization. Its clientele now reaches into the thousands. Income is derived exclusively from clients' payment for services in the form of reports, mailed regularly and presenting organized information upon general trade, commodities, sales opportunities, labor, investments, and similar topics. There are more than one hundred and fifty investigators and other employees, besides a hundred or more correspondents and agents located in various cities in the United States and abroad. In both the financial and business fields the foundation of the work is the monthly compilation of fundamental statistics, together with presentation of these figures in the form of a weekly "Babsonchart," accompanied by a "Barometer Letter" of discussion and application, with statistical tables and charts on such subjects as new building, check transactions, business failures, labor conditions, bank statements, foreign trade, commodity prices, investment markets, and investment opportunities.

In addition to continuous research in these fields, the bureau carries on extensive studies aimed at developing trade barometers. A group of index numbers has been developed, including an index of

raw material production. This latter index, with proper weighting, includes lumber cut, pig iron production, bituminous coal mined, petroleum output, and copper production. In working out the various series the method of computation is that described by Professor Irving Fisher as the so-called "ideal formula." Indexes of the physical volume of manufacturing and of distribution have also been developed, the latter combining three series, i.e., transportation, foreign trade, and distribution of raw materials. The bureau is also studying saving devices for use in statistics and economics, and some of those evolved have proved applicable to many other kinds of research. It has recently published, for example, a set of blank charts, each of which is constructed on a different basis (such as population, wealth, manufactures, and crops), the unit of study being either geographical (as states and cities) or chronological (as years and months). The scale used is logarithmic, and the charts are proving a useful mechanism for analysis. By merely plotting the data under examination, the relationship to population, wealth, or other factors can be learned almost at a glance. Mechanical adjustable scales and other mechanical aids to statistical work are also being developed.

A subsidiary organization dating from 1919, the Babson Institute, aims at training young men for leadership in business life. A two-year curriculum is offered; some forty students are in attendance; an endowment of \$600,000 is being increased at the rate of \$100,000 a year; and in all phases of the work emphasis is placed, not only on professional spirit, but on scientific method.

II. STANDARD STATISTICS COMPANY.

47-49 West St., New York City. R. Bruce Brownlee, manager of research department.

The research department of this organization was established in 1922 to consolidate the investigations in economic statistics previously carried on by several other departments. A staff of four has now been increased to nine; and research is prosecuted in all financial subjects pertinent to the trade and securities service which the company operates. The principal matters continuously under investigation are bank debits, stock prices, industrial production, banking statistics, railroad earnings, and all types of security market phenomena.

12. BROOKMIRE ECONOMIC SERVICE.

570 Seventh Avenue, New York City. H. W. Moorhouse, president.

Established in 1904 as a result of Mr. James H. Brookmire's studies of business variations and their causes, this organization has for twenty-three years been engaged in research on financial and industrial problems and in practical application of the results to investment and commercial fields. The present organization consists of a staff of economists and statisticians devote their entire time to investigation, partly of abstract problems and partly of specific problems submitted by individual and corporate clients. Subjects studied include the causes of the major upward and downward movement in the general level of commodity prices and general business activity, and in the prices of securities; statistical methods by which to evaluate the barometric significance of movements in industry and finance; application of these methods to individual industries and to various types of securities; and changes in national, state, county, and city income. As a foundation for this work, each county and important city in the United States has been surveyed, and the economic complexion of every area and the relative importance of each industry to each section has been ascertained. Among the studies now in progress are the preparation of a more complete index of the volume of production in specific industries in the country; the relation of the volume of production in specific industries to the volume of production as a whole; the relation of changes in money rates to the prices of various types of securities and to the volume of production; the significance of variations in the volume of trade as a whole, and of variations in the imports and exports of specific commodities in relation to individual industries; and the effects of the rate of change of the prices of commodities within a given industry upon conditions within that industry. The results of these inquiries are made public through bulletins and booklets published for clients and through books written or compiled by members of the consulting board of the Service.

13. EBERLE AND RIGGLEMAN ECONOMIC SERVICE.

810 S. Spring St., Los Angeles, Cal. John R. Riggleman, editor.

This is a business forecasting and analysis service similar to the Babson and Brookmire services except that whereas the latter are national in scope, the former deals specifically with conditions in the

southern California area, which differ distinctly at times from national conditions. Two bulletins, embodying the results of continuous business surveys, are issued every week to subscribers. Application of scientific analysis in this fashion to an individual locality is a new departure.

I4. BUREAU OF BUSINESS RESEARCH, HARVARD UNIVERSITY.

Graduate School of Business Administration, Harvard University, Cambridge, Mass. Wallace B. Donham, director.

This bureau was established in 1911 for the collection and interpretation of data pertaining to every-day business methods and problems, such data being intended primarily for use in instruction in the School but also for the information of business men. From the outset, a large part of the Bureau's work has consisted of a series of studies of operating expenses in various retail and wholesale trades. Thus, in 1923-24 studies were begun in the retail tire and automobile accessory trade, the automotive equipment business, and the Southern wholesale dry goods trade. In 1924-25 five different trades were studied, and reports were received from over 1,880 firms, with aggregate sales of approximately \$1,486,648,000. Forming a reliable historical record of the trend of operating expenses during periods of prosperity and depression, these reports have been of practical use to many business firms.

The Graduate School having adopted the case system of business training, much emphasis is placed upon the assembling of problems and cases, which in all instances are gathered from actual experience, and are so presented as to cover not only the problem which a business man has faced, but also the circumstances under which it arose, his decision, the reasons for it, and the results. More than 5,050 problems and cases were collected between 1920 and 1926; in 1925-26 most of the research staff devoted their entire time to this form of activity. At the request of business men, the Bureau has published an initial volume of business cases entitled "Harvard Business Reports." At regular intervals the Bureau also publishes statistical analyses of operating expenses in department stores, the retail and wholesale drug and grocery businesses, retail shoe stores, retail jewelry stores, and the wholesale automotive equipment business.⁷

⁷ W. B. Donham, "Research in the Harvard Business School," *Proceedings of the Stanford Conference on Business Education* (1926), 109-120.

15. BUREAU OF BUSINESS RESEARCH, NEW YORK UNIVERSITY.

90 Trinity Place, New York City. Lewis H. Haney, director.

This bureau was established in 1921 for the purpose of carrying on scientific research in business problems. The object is to assist business men by offering them at cost an agency equipped to conduct studies in business problems in an unbiased way. The Bureau has practically no financial support from the University and no endowment. Its expenses are defrayed chiefly from the charges made for its work and from the sale of its publications. The University, however, pays the salary of a director and supplies funds for three "working fellowships." The Bureau's budget has expanded from \$5,000 to \$20,000, and the number of its employees from two to forty. The field regularly covered is that of business forecasting and marketing research, with particular interest in forecasting the trend of prices, production, earnings, etc., in various individual industries, notably iron and steel and textiles. Much work has been done in developing a basis for forecasting the trend of security prices. A survey of the New York market has been made by dividing it into a number of purchasing power districts; and the problems connected with selling numerous special products in that city have been studied. A committee of consulting experts, chosen from leading members of the University faculty in banking, advertising, and business management, coöperates as occasion requires. In addition to the continuation of these studies, the Bureau is now investigating the cost of doing business among Eastern supply dealers, and statistics are being compiled concerning the quantity of coffee roasted in the country and the stocks of that commodity on hand from month to month. A survey of the newspaper reading habits of the inhabitants of New York City is being conducted by a house-to-house canvass involving 20,000 interviews.

16. DEPARTMENT OF INDUSTRIAL RESEARCH, UNIVERSITY OF PENNSYLVANIA.

Wharton School of Finance and Commerce, University of Pennsylvania. Joseph H. Willits, director.

Long contact of a group of Philadelphia employers with the Department of Industry of the University, and also the desire of plant executives and employment managers composing the Philadelphia Industrial Association for scientific analyses of many problems of

personnel, led the University to establish the Industrial Research Department in 1921, with a view to a more definite coördination between education and industry in research work. The Department's activities are financed by contributions from the University, the Carnegie Corporation, Mr. John D. Rockefeller, Jr., and various business firms. Including the office staff, the number of persons employed is thirteen. Important research projects completed in the past five years have had to do with labor mobility, absenteeism in four Philadelphia textile mills, the trend in wage earners' savings, and four years of labor mobility, 1921-24. The principal project now in hand is an evaluation of personnel policies of a group of metal manufacturing firms, together with an inquiry (in progress for three years or more) into the physiological and psychological problems of industrial unrest. Confidence in the scientific character of the Department's work has been developed to a point where firms are willing to supply data of a more confidential nature than in the earlier days.

17. BUREAU OF BUSINESS RESEARCH, UNIVERSITY OF ILLINOIS.

College of Commerce, University of Illinois, Urbana, Illinois. Charles M. Thompson, director.

This bureau was established in 1922 with a director, an assistant director, and one research assistant. A statistician, two research assistants, and three clerks have since been added. Financial provision is made in the budget of the College of Commerce, the sum at present available being \$15,000 a year. The Bureau's purposes are (1) to study and interpret economic and industrial conditions in the state; (2) to direct attention to tested practices of good business management; and (3) to investigate methods for securing the best executive control of business. Of eight bulletins thus far published, three are studies of taxes and revenue in the state and in certain cities; others deal with methods of training employees in stores of moderate size, statistical characteristics of bookstore sales, and the methods of analyzing business data. Projects recently completed or at present in progress include a study of the receipts and disbursements of the state of Illinois, 1895-1922; appropriations of the state of Illinois; the current ratio in public utility companies; public utility conditions in the seventh federal reserve district; the natural business year; experiments in the statistical forecasting of gross revenue; and methods for statistical forecasts by individual enterprises.

18. BUREAU OF BUSINESS RESEARCH, OHIO STATE UNIVERSITY.

College of Commerce and Journalism, Ohio State University, Columbus, Ohio. Spurgeon Bell, director.

This bureau was organized in 1918 as a branch of the College of Commerce. In addition to the director, the staff consists of six members ranking as assistant professor or professor. There are also a dozen part-time workers who are advanced students in the University. The Bureau is supported by legislative appropriations amounting to about \$35,000 a year for salaries and \$25,000 for other expenses. Publications are of three types: (1) regular bulletins reporting results of studies conducted by the Bureau; (2) special bulletins presenting preliminary or informal reports of limited scope and of interest primarily to certain trade groups; and (3) monthly bulletins dealing with current business conditions, both in general and in special fields. Subjects now being studied include the construction industry in Ohio, an employment index for the building industry of Ohio, incomes and expenses of Ohio newspapers, instalment purchases of men's ready-to-wear garments, unfair competition and standards of practice in trades and industries, and the place of the motor truck in transportation.

19. BUREAU OF BUSINESS AND GOVERNMENT RESEARCH, UNIVERSITY OF COLORADO.

University of Colorado, Boulder, Colorado. Don C. Sowers, secretary.

Established in 1922 to serve the business men and government officials of the state, this bureau is supported by an appropriation for salaries from the University and by fees and earnings. The staff consists of a secretary, two assistant secretaries, a public utilities research man, and an office manager and stenographer. In the business field, the Bureau conducts costs-of-doing-business studies for various retail trades, makes industrial surveys, and conducts some research on public utility problems. In the government field it serves as the headquarters for the Colorado Municipal League, makes tax and educational surveys, and conducts an information bureau. Research projects completed during recent years include tax surveys in three counties; analyses of receipts and disbursements of Colorado through a ten-year period; an industrial survey of Boulder County, and of the Moffat Tunnel District Development Association; civic surveys of thirty-three cities; and retail cost studies of grocery stores, drug stores, hardware stores, lumber yards, and retail clothing stores.

20. BUREAU OF BUSINESS RESEARCH, BROWN UNIVERSITY.

Brown University, Providence, R. I. William A. Berridge, director.

Founded in 1921 by Brown University, in coöperation with the Providence Chamber of Commerce, this bureau draws support partly from its subscribers (who pay at the rate of ten dollars a year), but largely from underwriters, including the Clearing House Association of Providence and various private individuals. The board of governors consists of the president of Brown University, the president of the Providence Chamber of Commerce, and a number of prominent Providence business men. The Bureau was founded to aid the teaching of economics and business administration by direct and continuous contact with the business world and to make some direct tangible contribution to economics as a science through the application of principles to practice. The field of investigation has been limited to the analysis of local economic conditions as compared with conditions prevailing throughout New England or in the rest of the country, although it is expected that the range of interest and work will be extended as support becomes more adequate. The Bureau is making analyses of the real estate and building situation, cotton industry, woolen industry, jewelry industry, and the position of savings banks and commercial banks, in Rhode Island; and it is prepared to bear some share in an extensive regional economic survey of New England which has been under consideration by the U. S. Bureau of Foreign and Domestic Commerce and the recently organized New England Council.⁸

⁸ There are several university bureaus of business research besides those that have been sketched here, but the foregoing descriptions will serve to indicate the general position which such organizations occupy in our present research equipment. Among additional bureaus are the Bureau of Business Research in the College of Commerce of Northwestern University, the Bureau of Business research at the State University of Iowa, the Industrial Research Laboratory at the University of Michigan, and the newly established Bureau of Economic and Business Research at Rutgers University.

CHAPTER XI

RESEARCH INSTITUTES AND BUREAUS: POLITICAL SCIENCE AND SOCIOLOGY

a. *POLITICAL SCIENCE*

"WHILE all other sciences have advanced," wrote John Adams to Thomas Jefferson in 1813, "that of government is at a stand; little better understood, little better practiced now, than three or four thousand years ago." If to be a science means to be a branch or field of learning which is comprehensively and systematically cultivated by disinterested inquirers, government was indeed no science, in America at all events, until long after Adams and Jefferson passed from the earthly scene; for although these men, and others like them—Madison, Hamilton, Webster, Calhoun, Francis Lieber—thought and wrote profoundly about affairs of state, it was not until after 1880 that government, or politics, began in this country to be in any real sense a subject of scientific investigation, or research. In the two or three decades following the date mentioned, individual scholars like Burgess, Dunning, and Goodnow (all of Columbia University) did valuable pioneer work, and more or less advanced and specialized courses of instruction began to appear in university curricula. But the *research* movement in this field, as distinguished from mere *reform* movements, of which the "mauve decades" were so prolific, hardly antedates 1906, when the New York Bureau of City Betterment, re-named in 1907 the Bureau of Municipal Research, became the first of a long, and still growing, list of institutions devoted exclusively to investigative work in the broad field of government and public affairs.

At the present time, political science shares with economics and sociology the distinction of being the major or sole interest of larger numbers of research agencies—as distinguished from individual investigators—than any other humanistic or social discipline. By far the greater portion of these agencies are bureaus of municipal research, or municipal reference libraries which gather and analyze, as well as preserve and disseminate, data. The number of such is at least sixty. There are, however, other research institutions, of broader, or at least different, interests; besides many citizens'

leagues, citizens' associations, and similar organizations which, as a means of attaining specific civic ends of a more or less practical nature, sponsor and support investigative work that sometimes is of considerable scientific value.

The main defect in the research situation today, so far as political science is concerned, is the relatively scant development of pure, as distinguished from applied, research. Investigators who have made the bureaus what they are (and what, all things considered, they probably must be) frankly admit that this is the case. "Of the need for pure research," declares the Governmental Research Conference, composed almost entirely of bureau investigators and administrators, "much can be said. The day-to-day activities of the various bureaus are almost wholly—and necessarily must be so—on the irritating problems of the moment. They are important and fruitful, to be sure, but they are woefully insignificant as examples of research work when compared to research work in other fields—industry, medicine, agriculture, education, science. The functions of government are being expanded constantly. We are expecting more of it, demanding more of it, and yet we are doing little or nothing toward throwing the light of scientific study upon its operation and development. We have evolved no standards of measurement with which to judge many public services intelligently, and democracy can never hope to be efficient until such tests have been devised. Only in pure, scientific research, fostered with the same patience and prosecuted with the same fervor as characterizes such work in other lines of endeavor lies the hope for enduring governmental betterment."¹ Coming as it does from a representative group of students of government who are sometimes accused of being interested only in immediate and practical problems, this strong statement in support of fundamental and exhaustive scholarship in the governmental field is exceedingly significant. It affords much ground for expectation that such pure research in the political field as is already in progress—and, in our colleges and universities chiefly, there is an appreciable amount of it—will grow in quantity and effectiveness in coming years, particularly through the stimulus applied by research organizations like the Social Science Research Council and by specially interested coöperating agencies like the Laura Spelman Rockefeller Memorial Foundation.²

¹ *Twenty Years of Municipal Research* (New York, 1926), 32.

² Among general references on the development of political research in this country may be cited: C. E. Merriam, "The Progress of Political Research," *Amer. Polit. Sci. Rev.*, XX, 1-13 (Feb., 1926); C. A. Beard, "Government

It will serve present purposes (1) to give some account of a few outstanding government research organizations not working in, or at any rate not restricted to, the municipal field, (2) to tell something of the activities of a half-dozen or more typical bureaus of municipal research, and (3) to allude very briefly to the rise and character of citizens' organizations as a factor in the research situation. Legislative and municipal reference libraries or bureaus have a certain place in the picture. Their functions are, however, primarily those of library service rather than of research; hence they are dealt with in another place.³

I. INSTITUTE FOR GOVERNMENT RESEARCH.

26 Jackson Place, N. W., Washington, D. C. W. F. Willoughby, director.

In 1908 the American Political Science Association addressed to the Carnegie Institution of Washington a letter and memorial pointing out the need for the establishment at the national capital of a department of research in political science, on the analogy of the recently created department of historical research (See p. 181) and suggesting that the Institution take steps in that direction. The proposal failed to be acted upon. But the chartering, in 1916, of the Institute for Government Research, planned by a group of persons interested in non-partisan investigation of problems of administration, and supported by private contributions, largely met the need. As defined in its charter, the Institute's range is narrower than was contemplated by the proponents of a general agency or department of government research. Nevertheless, the field marked out has been construed broadly, and much of the organization's work has had almost as direct bearing upon legislative as upon administrative matters.

At the close of its first decade, the Institute found itself conveniently housed in the building in Jackson Place erected primarily for the Institute of Economics (See p. 186), and equipped with a staff numbering seventeen investigators and other employees, a good working library, and yearly funds—derived in the main from grants by the Laura Spelman Rockefeller Memorial Foundation—in the neighborhood of \$90,000. The latter grants are made in the first in-

Research—Past, Present, and Future," *Proceedings of the Governmental Research Conference, 1926* (mimeographed, New York, 1927), 75-79; *Government Research Conference, Twenty Years of Municipal Research* (rev. ed., New York, 1927); G. A. Weber, *Organized Efforts for the Improvement of Methods of Administration in the United States* (New York, 1919).

³ See Chap. XVI.

stance to the Brookings Graduate School, and by it turned over to the Institute. The indications are that various private subscriptions toward the Institute's maintenance, in sums of \$200 and upwards per year, will in most instances not be renewed, and accordingly that resources in the future will be restricted to grants by the Memorial, together with receipts from sales of publications and other incidental sources. Even so, the Institute is one of the best equipped and most liberally supported research organizations of its kind in the social science field.

The purpose of the Institute, as set forth in its charter, is "to conduct scientific investigations into the theory and practice of governmental administration, including inquiries into the form of organization and the manner of operation of federal, state, and local governmental bodies and offices in the United States of America; the powers, duties, limitations, and qualifications of officers; the methods of administration employed; the character and cost of results obtained and the conditions affecting the efficiency and welfare of governmental officers and employees; to carry on such inquiries, directly or with the coöperation of governments, learned societies, institutions of learning or other agencies or individuals, and to make public the results of its investigations . . ." The establishment of the Institute, the director has said, represents the conviction on the part of the founders that the work of administration is, if not a science, a subject to the study of which the scientific method should be rigidly applied.

Prominent in the plan was the idea that the Institute not only should put its findings at the service of governmental authorities, especially at Washington, but should coöperate directly with services of the national government in their efforts to work out the problems of administration confronting them. The Institute's functions have accordingly been, broadly, two-fold: (1) scientific investigation, including publishing the results thereof, and (2) promotion of improvements in administrative organization and procedure. Naturally the two have been, in practice, closely interrelated. The field assigned includes all branches of public administration in the United States, national, state, and local. It was the desire of the board of trustees, however, that during the first years of its existence the organization should not scatter its energies, but should devote them, as far as possible, to a consideration of the problems of public administration as they confronted the national government. This policy has been adhered to, and only within the past year or two has some atten-

tion been given to the problems of state administration. Furthermore, the Institute has from the beginning deliberately confined its studies as far as possible to what may be termed the general, political, and fundamental problems of public administration as distinguished from the problems of administrative technique which form the particular province of the national Bureau of Efficiency (See p. 322). Having listed seven or eight major changes that, upon consideration, were decided to be desirable—changes primarily of an administrative nature, but, as in the case of the introduction of a budget system, intimately affecting Congress as well, the Institute undertook a lengthy series of investigations designed to provide the government and people with all necessary pertinent information. Not only were the proposed changes fully worked out and to a large extent treated in published works, but all of them, to at least a moderate extent, have been adopted and put into practice.

At the end of the first decade (in 1926) the Institute had published, or had in press, a total of sixty-five volumes. These were listed under three main heads, i.e., (1) Principles of Administration, (2) Studies in Administration, and (3) Service Monographs. The first group embraced extensive works on the principles governing such matters as the retirement of public employees, government purchasing, government accounting and reporting, and public personnel administration. The second embraced more than a dozen major studies, including W. F. Willoughby's "The Problem of a National Budget," "The Movement for Budgetary Reform in the States," "The Reorganization of the Administrative Branch of the National Government," and "The National Budget System;" G. A. Weber's "Organized Efforts for the Improvement of Methods of Administration in the United States;" L. M. Short's "Development of National Administrative Organization in the United States"; L. F. Schmeckebier's "The Statistical Work of the National Government"; and J. A. Tobey's "The National Government and Public Health." The Service Monographs comprises a series of three-score or more special studies of the history, functions, organization, and operations of all organization units—bureaus, etc.—included within the wide range of the national administration. Publication of this series was begun in 1921, and up to the summer of 1927 a total of forty-six volumes had been issued. Two of the remaining monographs were in press at the latter date, and four others were practically ready. Studies in administration in progress at the same time dealt with the status and functions of the General Accounting Of-

fice, the government and administration of the District of Columbia, the movement for reclassification of personnel in the United States, comparative study of the administrative systems of England, France, and Germany, development of governmental forest control in the United States, and state financial control of local governments.

During the war the Institute almost wholly suspended its regular program of work in order to assist the several services of the government in meeting their special problems, and in later years much time and money have been devoted to aiding the committees of Congress on the civil service, the Civil Service Commission, and especially the Bureau of the Budget and the General Accounting Office. At the request of the governors of Hawaii and North Carolina, representatives of the Institute have assisted those governments in devising and installing a budget and accounting and reporting system. Furthermore, the volume on "The National Government and the Public Health" was prepared at the request of the president of the United States.

In recent times the Institute has embarked upon two notable enterprises with the aid of special funds. One of these is the operation of a bureau of public personnel administration, established in 1922, "to serve as a clearing house for existing information relating to personnel administration in the public service, national, state, county, and local, to develop and improve methods of personnel administration through the conduct of original investigations and experiments, and to publish the results of its work in such form as experience may demonstrate to be most effective for the improvement of the personnel administration of the public service."⁴ The other special enterprise is a comprehensive survey of Indian affairs, begun, on large lines, in 1926, by means of a subvention of \$125,000 by Mr. John D. Rockefeller, Jr., whose idea it originally was that the investigation should be made. It is expected that this study, which has the cordial support of the Secretary of the Interior and the Commissioner of Indian Affairs, and is in highly competent hands, will require two years for completion.⁵

⁴ *The Bureau of Public Personnel Administration; Organization and Work* (Washington, 1923).

⁵ W. F. Willoughby, "The Institute for Government Research," *Amer. Polit. Sci. Rev.*, XII, 49-62 (Feb., 1918); *The Institute for Government Research; its Organization, Work, and Publications* (Washington, 1922, and later editions).

2. NATIONAL INSTITUTE OF PUBLIC ADMINISTRATION (AND BUREAU OF MUNICIPAL RESEARCH).

261 Broadway, New York City. Luther Gulick, director.

The National Institute of Public Administration, the New York Bureau of Municipal Research, and the Training School for Public Service may be considered a single organization, although the Institute and the Bureau are separately incorporated and legally exist as two independent establishments. A Bureau of City Betterment, which was established in 1906 as a division of the Citizens Union of New York City, was independently incorporated as the Bureau of Municipal Research in 1907. The Training School for Public Service was organized in 1911. The National Institute of Public Administration was incorporated in 1921. But in spite of these outward changes, the work of the organization has represented the development of a single idea. The original concept of the Bureau's purpose was the promotion of modern scientific methods of administration in New York City's business through the study of facts and the presentation of impartial reports to public officials and to citizens. The remarkable success of this early work and the widespread publicity given the Bureau's achievements led to the broadening of the program to include special studies and surveys of municipal and state administration in many parts of the United States and Canada. As a result of this expanded service, a score or more of bureaus of municipal research were established in various centers to carry on locally the work of continuous research. Some of these are described below.

Another result of the nation-wide scope of the researches undertaken by the Bureau was the incorporation of the National Institute of Public Administration in 1921, with purposes stated as follows: "To improve public administration by developing standards of administration and by making these standards the common property of all administrators; to secure constructive publicity in matters pertaining to governmental problems; to collect, to classify, to analyze, to correlate, to interpret, and to publish facts as to the administration of government agencies; and to train men and women to enter the public service and the profession of governmental research." The Institute is, therefore, a national, scientific, and educational organization rather than a local, civic, or reform bureau. The Bureau of Municipal Research has been continued as a corporation, and the bulk of the technical service and survey work is, in point of fact, carried out under its name. The field of both Institute and

Bureau is primarily state and local government, with particular emphasis upon organization, administration, and finance in the fields of state, city, county, town, and village governments.

The Institute is controlled by a self-perpetuating board of fifteen trustees. It is the function of this board to pass on major questions of policy, to select a director and approve his staff appointments, to approve the annual budget, and to raise funds for the support of the organization. In addition, individual members of the board give freely of their time in consultation with the director and members of the staff. The board has consistently sustained the principle that the director and the staff are responsible for their technical work and that the recommendations and conclusions of the technical staff are not subject to revision by the board. The board is organized with the usual chairman, vice-chairman, treasurer, and secretary. As a matter of convenience, the offices of secretary of the board and director of the technical staff have been combined. The director and the staff are permanent employees of the organization. While specialists have been added to the staff temporarily for particular projects, it has been the policy of the Institute and Bureau to maintain a permanent staff of specialists in order that there might be developed, through their continual collaboration and team work, a group mind and a balanced judgment in dealing with the interrelated problems of public administration. All of the eight regular members of the staff are men or women of technical training and extensive practical experience in various phases of public administration, and most of them hold advanced academic and professional degrees, or at all events have done graduate work at the leading universities. As an integral part of the organization, a research library in public administration is maintained, under the direction of a trained librarian. This library, while primarily for the use of the members of the staff, is open to students and municipal officials. It contains some 18,000 volumes and reports, and serves some three thousand individuals a year, exclusive of the demands made by members of the regular staff.

The present budget of the Institute and Bureau is approximately \$80,000 a year. Approximately \$60,000 of this is received from a small group of contributors, including two foundations; and about \$15,000 is received from special services and field work, \$3,000 from tuition, and \$2,000 from the sale of publications. On the expenditure side, \$62,000 represents salaries, \$10,000 rent, \$5,000 general expenses (including travel, printing, etc.), and \$3,000 reimbursable expenditures in connection with field services.

The Bureau (and its subsidiary Training School) was the pioneer in the governmental research movement, and in the systematic, practical training of executives for governmental services, in the United States. The Bureau was the first institution in the country to apply scientific methods of research to the problems of public administration, with a view to practical improvements in government. It made the first general surveys in municipal, state, and federal administration; and among its many important special studies was the survey which resulted in the first centralized public agency to deal with the health of children, the bureau of child hygiene of the New York City health department. The Bureau also blazed the trail for public budget systems in this country, in the matter both of public education and of budget technique. It popularized, if it did not invent, the visualization of governmental organization through the use of charts. It developed standards of civil service administration, public purchasing, and government accounting, and introduced unit costs and objective tests of administrative efficiency in government. On the basis of this work, it has demonstrated that, under modern conditions, democratic government cannot be most effectively administered by its officers or controlled by its citizens without the aid of a permanent staff of scientific and professional investigators to find out what government is doing, how it is organized, what methods are used, and what results are obtained, and to arrive at conclusions as to how government may be made a more effective instrument for public service. American experience indicates that such a research agency, either independent of government or as a part of government, is destined to be recognized as one of the outstanding contributions of the municipal research movement to the science of government.

It is impracticable to list here any considerable number of the more important research projects which have been carried through by the Bureau and Institute. All are enumerated, however, in the "Bibliography of Public Administration," by Sarah Greer, librarian of the Institute, which was published in 1926. Important undertakings completed during the past two years include surveys of (1) the government of Nevada, (2) the government of Charleston, S. C., (3) police administration in Missouri, (4) a state system of criminal records for New York, (5) the municipal court of Philadelphia, (6) post-war expansion of state expenditures, (7) county government in New York State, (8) organization and administration of state police, (9) forest taxation, (10) the organization of state park and forest departments, (11) taxation of Port Authority property,

(12) public health administration in the United States, (13) state expenditures, tax burdens, and wealth in New York State since 1850, (14) the problem of state aid in New York, (15) state gasoline tax administration, (16) municipal budgets and budget making, and (17) interstate apportionment of utility taxes. Future research is planned to follow the same general lines, with emphasis on state administration and finance; county and local government; urban and rural crime control; the selection, administration, and control of revenues; the relation of government expenditures and tax-paying capacity; and the management of the service functions of local government.

As a matter of record, it may be noted that the Bureau and Institute have prepared not less than 4,600 reports of varying degrees of importance since 1906, and that 125 major field studies and surveys have been undertaken, in addition to many more individual visits to city, county, and state governments in connection with special research projects. A unique feature of the work of the Institute and Bureau is, indeed, the technical service and field surveys carried on under the name of the Bureau. During the past ten years the Bureau has been retained for efficiency studies by governors, mayors, reorganization commissions, legislative committees, constitutional conventions, state officials, charter revision commissions, or other public or quasi-public authorities in Arizona, Colorado, Delaware, Massachusetts, Maine, Maryland, Nevada, New Jersey, New York, North Carolina, Rhode Island, South Dakota, Tennessee, Vermont, and Wyoming, and in addition in 125 cities. Though the national administration is somewhat beyond its normal work, the Bureau has been called upon to serve the government at Washington, especially through the original U. S. Efficiency and Economy Commission. Service of this character is undertaken when it can be fitted in with the other obligations and work of the Bureau, or when it is felt that the individual study will contribute to the research and training program of the Institute. A charge is made for technical service and survey work by the Bureau covering the actual costs involved.

3. BUREAU OF INTERNATIONAL RESEARCH, HARVARD UNIVERSITY AND RADCLIFFE COLLEGE.

Harvard University, Cambridge, Mass. George G. Wilson, chairman of committee.

A grant of \$50,000 a year for a period of five years by the Laura Spelman Rockefeller Memorial provided the necessary money in 1925 for the establishment of this bureau, whose object is officially

indicated as "the development of research of an international character in the social sciences." The fund is administered by a committee of six members of the Harvard and Radcliffe faculties. All research undertaken by the Bureau is carried on by, or is directly a part of the work of, members of the instructional or administrative staff of the University and the College (not by undergraduate or graduate students), and allotments are made by the committee to applicants who can show that for the carrying out of worth-while pieces of investigation such aid is necessary, or at all events highly desirable. The range and scope of the researches for which assistance may be drawn from this source are indicated by the following subjects already approved: (1) comparisons of decisions of national courts where international questions are involved; (2) jurisdiction over coastal waters; (3) public indebtedness in its relation to changes in territorial sovereignty; (4) European commercial policies since the World War; (5) the native African under self-government, colonial administration, and mandates; (6) international trade and trade relations in the Far East; (7) relation of race and race-mixture among certain stocks to social, political, and economic conditions; (8) international standardization in mathematics and physics, and (9) international protection of industrial property. Work on a number of these topics was carried on in 1926 and 1927. "Such a fund," remarks President Comstock, of Radcliffe, "not only makes possible considerable additions to the sum of authentic information regarding international affairs and interests, but also concentrates attention on this field of investigation, attracts new workers into it, and, in slowly widening circles, increases the number of those who seek facts as a basis of opinion on international relations."

4. BUREAU OF GOVERNMENT, AMHERST COLLEGE.
Amherst College, Amherst, Mass. Phillips Bradley, director.

This bureau was established in 1925 by the department of political science for the collection of material on national, state, and local government, and is supported by the College with an annual appropriation of \$250. No research work has been completed, but various minor projects have been under way, including (1) a study of non-voting in a Northampton ward in a mayoralty election, (2) work on a zoning law for Amherst, and (3) a survey of grade and high school texts in the social sciences. As the work expands, local government studies are to be made a regular part of the department's activities, and the success of these will, to a large extent, be dependent on the materials assembled by the Bureau.

5. POLITICAL RESEARCH BUREAU OF THE REPUBLICAN COUNTY COMMITTEE OF NEW YORK.

150 Nassau St., New York City. T. David Zukerman, director.

Although this bureau is to all intents and purposes a piece of party machinery, established primarily for the study of public questions for the benefit of party candidates and of members of the party who have been elected to office, it deserves to be included here for the reason that its work has been entirely of a research character and has been comparable in scientific value with that of some other institutions appearing in the present list. The prime mover in organizing the bureau was the present under-secretary of the Treasury, Mr. Ogden L. Mills, formerly a member of Congress from the 17th district of New York. Believing that political parties can use the methods of research both for their own purposes and as a means of making constructive contributions to the public welfare, Mr. Mills, in association with Mr. Charles D. Hilles, brought together, in 1923, a group of men who underwrote the work of a research bureau for one year; and in January, 1924, the new agency was started under Mr. Zukerman's direction. At first the work was supervised by a research committee of eight, of which Mr. Mills was chairman and Professor S. M. Lindsay, of Columbia University, vice-president; and in addition there was an advisory board in which the names of Columbia professors of economics and political science were prominent. Later, the original advisory board became the committee on research, with the officers named, and functioning in part through a smaller executive committee. For purposes of the municipal campaign of 1925 a new advisory committee of 130 members was brought into being.

The Bureau's fortunes through the three and a half years of its existence have been somewhat checkered, partly because the organization has been tied up for a portion of the time with the New York county committee and at intervals with the Republican state committee, and partly because of the general tenuousness of its position and the uncertainty of continued financial support. A considerable amount of work has been done, but little has been published—only, indeed, three pamphlets, one dealing in a helpful manner with the use of voting machines and the other two with features of state finance. But the experiment has been an interesting one, and it is the opinion of the director that "there are tremendous possibilities in connection with the use of research bureaus as attachments to political parties, particularly minority parties, because the majority

parties can use the resources of the public for such studies as they desire to make."

* * *

The origins of the municipal research movement in this country—in so far, at all events, as that movement is bound up with the establishment and improvement of research bureaus outside of the universities—have been pointed out above (See p. 204). The success of the New York Bureau led not only to calls from other cities for the services of its field staff but to the creation of similar bureaus in various centers, in a few instances at the outset virtually as branches of the New York establishment, but eventually entirely separate and independent. Naturally, the institutions that have sprung up differ considerably in form of organization, in the manner of their financing, and in the scope, as well as the effectiveness, of their work. A few are within universities or colleges, ordinarily constituting special pieces of investigative machinery in the department of political science.⁶ But the majority have no such connection. As classified by the Governmental Research Conference (See p. 149), the extra-academic agencies present the following main types: (1) bureaus having an independent existence and financed by voluntary contributions from public-spirited citizens, e.g., those of New York, St. Louis, Rochester, Des Moines, San Francisco, St. Paul, and Kansas City; (2) bureaus independently organized but financed from "community chests," e.g., those of Philadelphia, Detroit, and Cleveland; (3) bureaus operating as departments of some larger, parent organization (usually a chamber of commerce), as in Minneapolis and Newark, N. J.; (4) bureaus created by city administrations and financed from the city treasury, as in Toledo; and (5) agencies doing municipal research under the name of taxpayers' or other civic associations, and in the present report treated under a separate head (See p. 227 below).⁷

The criticism is sometimes made of the non-university bureaus of research that what they do is not really research. "This," observes a leading authority on municipal affairs, "is in a measure true. A great deal of their activity has to do with finding hurried solutions for immediate problems. In many cases, of course, their suggestions are based on some general theory by no means scientifically tested, or even on more or less inspired guesswork." In an

* Most university organizations having to do in a special way with municipal affairs are merely municipal "reference" or "information" services. See p. 378.

⁷ *Twenty Years of Municipal Research* (1927 ed.), 8-9.

increasing number of instances, however, what the bureaus give out is grounded on first-hand investigation, or at all events on reported experience. "What the research bureaus are doing may be most aptly characterized as *applied* research, in contrast with that pure research which seeks truth for its own sake independently of practical objectives. Municipal research of the latter type is confined almost altogether to the universities, and too little of it is attempted there."⁸

The following are a few of the more important bureaus—first, two or three attached to universities, and afterwards six or seven (which will serve as specimens) not so connected. It should be observed that in a few instances a limited amount of work is done on state and county, as well as municipal, government.⁹

I. BUREAU FOR MUNICIPAL RESEARCH, HARVARD UNIVERSITY.

Harvard University, Cambridge, Mass. William B. Munro, director.

This bureau was established in 1911. It was not primarily intended to do research work for cities, but rather to provide Harvard students, both graduates and undergraduates, with facilities for working with the source materials in the field of municipal government. In other words, the Bureau was designed to improve the modes of instruction in municipal government at Harvard by facilitating the use of the problem method in undergraduate courses and by helping graduate students in the collection of material for their special studies. This being the case, it was not contemplated that the work done by students in the Bureau should be published, save in exceptional instances.

The Bureau is located in the Widener Memorial Library. It occupies three rooms, having in all about 2,000 square feet of floor space. The shelves contain some 3,000 books, municipal reports, volumes of statutes, etc., and about 6,000 pamphlets, besides current files of all the more important civic publications. A full-time superintendent and a secretary-stenographer are in immediate charge. Only the more recent books, reports, charters, etc., are kept on the shelves. Whenever new materials come in, the older volumes and pamphlets are moved into the general collections of the University Library. In this way the Bureau serves as a feeder for the latter institution.

Cost of maintenance amounts to about \$4,000 per annum. This

⁸ T. H. Reed, *Municipal Government in the United States* (New York, 1926), 112.

⁹ For a complete list of existing bureaus of municipal research see *Twenty Years of Municipal Research* (1927 ed.), 32-36.

money is provided each year, in varying sums, by a group of interested Harvard graduates, the larger portion of it having been contributed, since the establishment of the Bureau, by Mr. Frank Graham Thomson, of Philadelphia. The quarters in the Library, together with heat, light, and janitor service, are provided by the University without charge. Of the total cost, about \$3,000 is for the salaries of the superintendent and the secretary. The balance goes for the purchase of books, for postage, express, binding, photostat work, subscriptions to civic periodicals, etc.

The Bureau is used every week-day during the academic year by about sixty students, of whom the major portion are upper-class undergraduates. These students prepare several hundred reports on assigned topics every year. Some are brief, and involve relatively little research in the usual sense; others are elaborate studies involving the use of widely-scattered materials. But the work is of the highest value from the instructional point of view. As an evidence of this, it is not without significance that the William H. Baldwin Prize, which is offered annually by the National Municipal League for the best special report on a topic in municipal government, and which is open to undergraduates in all the colleges and universities of the United States, has been won no fewer than twelve times during the past fifteen years by Harvard or Radcliffe students. From time to time, some of the reports prepared by students in the Harvard Bureau have been published in the *National Municipal Review*, the *American City*, and in various other periodicals; but publication is the least among the ends in view. In assigning topics for research the prime purpose is to give the student the right sort of training, and the topics are chosen with that object in mind, wholly irrespective of their interest to the public. From time to time, however, cities send inquiries to the Bureau, and these inquiries often suggest suitable topics for study. Much work has been done in this way for the cities of Boston and Cambridge.

Ten years ago the Bureau prepared and published a comprehensive "Bibliography of Municipal Government." It is now at work on a complete revision of this volume. Likewise it has proved of the greatest assistance to members of the department of government at Harvard in the preparation of various books on municipal government and administration which are now used in many colleges and universities as textbooks. A volume of "Selected Readings in Municipal Problems," by the superintendent of the Bureau, has proved very serviceable for classroom work in various institutions. Research,

in other words, is used as an adjunct to instruction, and is not regarded as an end in itself.

2. ALBERT RUSSELL ERSKINE BUREAU FOR STREET TRAFFIC RESEARCH.

Harvard University, Cambridge, Mass. Miller McClintock, director.

This bureau was established originally, in 1925, at the University of California, Southern Branch, but was transferred to Harvard University in 1926. It is supported by a grant of \$10,000 a year by the Studebaker Corporation of America (through the interest of Mr. Paul G. Hoffman, vice-president), and has for its purpose the scientific investigation of all aspects of the street traffic problem. The director has been consultant to the Los Angeles Traffic Commission, and more recently chief consulting engineer for the Metropolitan Survey of the Chicago Association of Commerce. On the basis of extensive investigations of conditions in American cities affecting street accidents and congestion, a fund of accurate information is to be built up with a view to establishing standards that will have general utility in traffic control. Special attention is to be given to (1) methods for the reduction of congestion, (2) pedestrian protection, (3) economical and automatic regulating devices, (4) simplicity and uniformity in local regulation, (5) administrative reorganization for effective traffic control, and (6) adequate judicial provisions for law enforcement. In connection with the bureau, two Albert Erskine research fellowships of \$1,000 each have been established to encourage research and a professional interest in traffic engineering (See p. 417).

3. BUREAU OF GOVERNMENT, UNIVERSITY OF MICHIGAN.

University of Michigan, Ann Arbor, Mich. Thomas H. Reed, director.

This bureau, organized in 1915 in connection with the development of a series of courses in municipal government, forms a division of the University department of political science, and financial provision is made for it in the budget of that department. The staff consists of a director (who is regularly the professor of municipal government and administration) and a secretary. The Bureau exists primarily to assist students and public authorities in need of information concerning the problems of city government. It collects and catalogues material relating to the subject, especially documents, pamphlets, and periodicals, thus supplementing the collections of

the University library, furnishes information to the authorities of Michigan cities on request, and investigates concrete conditions and, as far as practicable, prepares reports thereon for publication. The Bureau also collects some material relative to national and state governmental problems. Completed and published studies include: "A Digest of City Manager Charters," by R. T. Crane; "Per Capita General Property Taxation in Michigan Cities of over 2,500 Population," by J. Hoyt; "Municipal News in Detroit Newspapers," by L. M. Gabriel; "The Organization of State Administration in Michigan," by T. H. Reed and E. B. Schulz; "A Constitutional Convention in 1927?" and "Methods of State Separation," by T. H. Reed. Projects at present under way or contemplated for the near future deal with the recall of city officials, home rule charters in Michigan, non-voting in municipal elections in Michigan, bibliography of municipal government in Michigan, the government of metropolitan areas, zoning ordinances in Michigan (height and area regulations), and statistics relative to the repeal of city manager charters.

4. DETROIT BUREAU OF GOVERNMENTAL RESEARCH.

51 Warren Ave. West, Detroit, Mich. Lent D. Upson, director.

This bureau was organized and incorporated in 1916, as a non-profit association, by ten citizens of Detroit, who comprise the board of trustees (a self-perpetuating body). The purpose was stated to be "to secure efficiency and economy in government, whether national, state, or municipal, by all lawful means other than promoting or defeating the election or appointment to public office or employment of any person or persons." The trustees employ a director, and, upon his recommendation, additional trained investigators as staff members, usually about six in number; the present staff consisting, in addition to the director, of two accountants, an actuary, an engineer, a social investigator, a junior investigator, and a librarian.

Initially, the Bureau was financed by voluntary subscriptions of interested citizens. Beginning in 1918, the principal source of income was donations from the Detroit Community Union; beginning in 1922, the Bureau was placed upon a designation basis in the Community Fund, receiving only donations specially designated to it, but not to exceed the total Bureau budget as approved by the Community Union. These donations are supplemented in a minor way by interest earned on bank deposits, direct contributions from citizens, refunds, etc. The initial budget was \$40,000. This has gradually

increased, the budget for 1926 being \$54,295, of which \$49,000 came from the Detroit Community Union.

The fields covered are primarily the city government of Detroit and its several departments, boards, etc., including the board of education; also Wayne County, and the state of Michigan. The Bureau concerns itself with such general governmental problems as taxation, debt, revenues, accounting, education, police, transportation, traffic, public works, personnel, utilities, planning, and budget making. Projects of investigation usually originate in specific requests of the mayor or other public officials such as members of the council, department heads, and judges. Written reports upon subjects studied are submitted to the official requesting the investigation, after being approved by one or more of the trustees as circumstances may dictate. Occasionally, research reports are prepared on general or technical civic problems for general distribution to the public. The Bureau coöperates with the National Municipal League and other organizations interested in promoting good government, aids in drafting model laws and procedures, and prepares occasional publicity for magazines and for conventions. It also coöperates with the Bureau of Government of the University of Michigan (See p. 219) in training students for entrance into public service as city managers or in other capacities.

Studies during recent years (some continuous and some completed) include: (1) in the field of finance, budget procedure of the city and county, records of bonded debt and sinking funds, methods of assessing real and personal property, methods of financing rapid transit construction, the finances of the department of street railways, and the establishment of a centralized purchasing department; (2) in the field of education, organization and administration of the board of education, organization of the engineering and janitorial service, maintenance of school property, centralized purchasing, methods of securing architectural services, standard elementary and intermediate school buildings, and open air schools; (3) in the domain of sanitation, street cleaning and refuse collecting methods, disposal of garbage, disposal of wastes, sewage disposal methods, snow removal, smoke prevention, salvaging municipal rubbish, and the reorganization of the department of public works; (4) in the field of engineering, sewer construction, revised specifications for sewers, specifications for concrete pavement, grade separation, types of street railway construction, concrete sewer pipes, and problems of the Detroit metropolitan area; (5) in the domain of police, crime statistics, regulation of pawn shops, police records procedure,

police training school, 250,000 arrests, traffic violation bureau, crime prevention, police pensions, and standardization of police practice; (6) in the field of health, food inspection, organization of the housing bureau, health education of school children; (7) in relation to water supply, organization and methods of the water board, depreciation of water pipe, and cost system for laying mains; (8) in the matter of recreation, organization and administration of the recreation commission, and the home and school garden movement; (9) on the subject of civil service, specifications for standardization of grades and salaries in city and county, operations of the civil service commission, and proposed charter amendments relative to personnel; and (10) on miscellaneous lines, proposed budget legislation for Michigan, unemployment in Detroit, consolidation of inspectional services, fire insurance rates, controlling motor vehicles, and council procedure.¹⁰ In addition to the investigations of primary concern to Detroit, the Bureau has carried on studies pertaining to organization, administration, and finances for the states of Ohio, Virginia, and South Carolina, and for several cities (especially Cincinnati and Hamilton County).

The program for future research contemplates continued contact and coöperation with the city, school, and county officials in the conduct of public affairs, and includes the following general subjects affecting the welfare of Detroit and other communities: (1) development of standards for measuring quantity and quality of public services; (2) the incidence of local taxation, including improvement in methods of assessing property, collection of taxes, and separation of state and local revenues; (3) improvement in methods of handling public debts, including problems involved in a pay-as-you-go policy and a scientific sinking fund procedure; (4) the levy of special assessments and the treatment of special assessment debts and sinking funds; (5) further improvement of budget procedure, and the development of improved methods of public accounting; (6) development of methods for selecting and handling personnel, including retirement; (7) improved purchasing procedure, including standardization of supplies for both quality and use; (8) methods of collection and disposal of municipal wastes, including sewage; (9) traffic control; (10) police methods; (11) accounting methods for publicly owned utilities, including proper treatment of depreciation and debt retirement; and (12) the development of legislation for a metropolitan district, provision for representation, and methods of financ-

¹⁰ *Reports, Memoranda, and Publications of the Detroit Bureau of Governmental Research, 1916-1927* (Detroit, 1927).

ing metropolitan services as sewers, highways, transportation, water, and parks.

5. BUREAU OF MUNICIPAL RESEARCH OF PHILADELPHIA.

905 Social Service Building, Philadelphia, Pa. William C. Beyer, director.

This bureau had its beginning in 1908 when a group of public-spirited Philadelphians, impressed by the achievements of the New York Bureau of Municipal Research, united to form a similar organization in their own city. For a time work was carried on by a staff detailed from the New York Bureau, but in 1910 the Philadelphia establishment was chartered, financed, and reorganized as an independent institution. The object of the Bureau, as stated in the charter, is "to serve Philadelphia as a non-partisan and scientific agency of citizen inquiry, which shall collect, classify, and interpret facts regarding the powers, duties, limitations, and administrative problems of each department of the city government; to make such information available to public officials and to citizens, in order that inefficient methods of administration may be eliminated, and efficient methods encouraged; and to promote the development of a constructive program for the city that shall be based upon adequate knowledge and consideration of community needs." From the beginning most of the Bureau's financial support has come from private contributors, although a small part has been derived from subscriptions to its weekly, *Citizens' Business*, and from earnings for services rendered on a compensated basis. Since 1919, when it became a member of the newly formed Welfare Federation of Philadelphia, most of its funds have been allocated to it by the Federation. A budget of approximately \$30,000 in 1910 rose to \$68,500 in 1925, and the number of paid staff members from eleven in 1909 to sixteen in 1926. The present staff consists of one part-time member¹¹ and nine full-time members, with a clerical force of six.

In addition to meeting current requests for information and other calls of an incidental character (which, in truth, consume the major portion of the Bureau's time and energy), the staff has completed important studies in the past five years pertaining to the legal relations of the city and county of Philadelphia, water supply, street-cleaning, the gas problem, and the government of Lower Merion Township (Phila.), and has prepared an index of Philadelphia ordinances from 1787 to 1925. Extensive studies now in progress have

¹¹ The assistant director gives part of his time to the Harrison Foundation as its director.

to do with the city's sinking funds, its borrowing policy, its water supply, its method of recording deeds and other instruments, its service (with special reference to the need of a better classification of positions and a standardization of salaries), and permanent registration of voters "with special reference to Philadelphia's needs"; and two studies are being carried on as agent of the Thomas Skelton Harrison Foundation, i.e., a survey of the municipal court of Philadelphia and a study of municipal contracts. It is expected that this program will fully occupy the staff for several years to come, although other subjects—including the assessment of real estate for taxation, police administration, and the transit problem—are regarded as almost equally in need of investigation. More effort is being made than in earlier days, by publication, to put the results of major studies at the service of students of government and administration everywhere.

6. THE KANSAS CITY PUBLIC SERVICE INSTITUTE.

501 Orear-Leslie Building, Kansas City, Mo. Walter Matscheck, director.

Organized in October, 1920, this Institute began active work about six months later. Its purposes, as stated in the articles of incorporation, are: to raise the standard of public service through more active and informed participation in public affairs by citizens; to serve as a citizen agency for securing, and distributing to citizens, information concerning public affairs; to coöperate with officials in getting things done for Kansas City by increasing efficiency and eliminating waste; to promote efficient and economical administration of government, whether local, state or national; to train men and women for the public service; and to do such other things, within the general scope of the program thus outlined, as the trustees may from time to time determine. The Institute started with a budget of approximately \$10,000 a year, which has since been increased to approximately \$25,000. The only source of funds is subscriptions of interested local persons. There are at present some 250 subscribers. The research staff consists of the director and two associates, one an accountant and the other an engineer.

To the present time, the work of the Institute has been chiefly in connection with the preparation of a new Kansas City charter, together with studies of municipal finance, operation methods in various departments of local government, and the physical development of Kansas City. A considerable portion of the work has been of an educational nature, rather than research, since the Institute "conceives its function to be not only the securing of factual infor-

mation, but the dissemination of this information among the people of Kansas City, to the end that it may be put to use by them in the improvement of the local governments."

The Institute has under way or in prospect a considerable program covering various phases of local government: (1) Operating Studies in the City Government. Under this head, it is investigating the methods and procedure of various city departments and seeking through coöperation and education to secure the development and acceptance of improved methods. Included in this is to be a study of the personnel methods of the city government of Kansas City, with the hope of working out a classification and compensation scheme. (2) County Government. Some studies have been undertaken and others are in progress dealing with the operation of the local county government. These will be for the purpose of determining whether the county government, as at present operated, conforms to reasonable standards of efficiency for county governments, and for the drafting and promotion of necessary legislative changes. (3) General Projects. Based largely on work which has been done elsewhere, a study will be made to determine the effectiveness of registration procedure in Kansas City and the applicability of the permanent-registration-of-voters plan. Previous studies have convinced the Institute that the city should have control of its own police department. Necessary legislation will therefore be drafted and educational work done looking toward the securing of home rule in police. Some work will be undertaken also on regional planning and a public improvement program.

7. MUNICIPAL RESEARCH BUREAU OF CLEVELAND.

403 Electric Building, Cleveland, Ohio. Leyton E. Carter, director.

This bureau was established in 1920 under the auspices of the Welfare Federation of Cleveland, in order to carry on scientific research in the field of municipal and other local government, co-operate with public officials in raising standards of government and administration, and furnish accurate and impartial information to citizens concerning their government. The Bureau is financed out of the Community Fund, and its policies are determined by a board of directors composed of representative citizens. Its staff numbers eight persons experienced in governmental research.

The Bureau confines its attention mainly to municipal and county government. Much emphasis has been placed upon public finance, especially in respect to planning and budget procedure, bonding policy, debt administration, and the relation of the community's out-

standing debt to future capital outlay programs. From time to time the Bureau has been called upon to make studies also in the domain of public education, chiefly as to the business organizations, budget problems, and building programs of the local board of education. Studies have been made, further, in the city's department of public utilities, dealing with the financial operations of the municipal electric light plant, the accounting system of the water works, and the sewage disposal problem; and a comprehensive study has been made of the city-owned markets. During the past five years the Bureau has published twenty-seven reports: seven in the field of municipal and county financial administration, five on paving construction, eleven relating to the work of the board of education, and four in the department of public utilities. In 1926 it was engaged upon (1) a survey of county roads, covering the subject in relation to planning, finance, specifications, design, construction, and maintenance, and (2) a study of the underlying responsibility of government in the field of social and welfare work.

The fact that the various organizations engaged in municipal research have hitherto lacked a medium for interchange of information has resulted in considerable duplication of effort; many surveys have been made and reports written on subjects already covered by others in the field. To remedy this waste of effort, a municipal administration service has now been established through the co-operation of the National Municipal League (See p. 148) and the Governmental Research Conference (See p. 149). As a central clearing house of information, this agency will render the same service to municipal administration that the National Municipal League has long rendered to the general field of municipal government. Bureaus of municipal research will be furnished, upon request, with a digest of the work done by other bureaus on specific projects. Copies of reports and special material, whenever available, will be sent out on a loan basis. Original investigations and reports will also be made as facilities permit. Furthermore, mayors, department heads, or other public officials may call upon the Service for information on budget, purchasing, personnel, city planning, paving, public utilities, public health, or any other current and recurrent problem of city government; and municipal reference librarians may refer inquiries on municipal administration to the Service for reply, or secure from it information with which to assist citizens or public officials on administrative problems. Taxpayers' associations, chambers of commerce, and other organizations, as well as individuals,

interested in municipal administration, are likewise invited to avail themselves of the Service's facilities. Finally, it is planned to edit and publish studies and reports on those phases of municipal administration upon which there is at present a dearth of accessible information. The following subjects, among others, are being considered: policewomen in American cities; revision of building codes; traffic control; custody of city-owned buildings and lands; municipal cost accounting; the photostat recording system for official documents; preparations for major municipal emergencies; financing improvements by taxation or by borrowing; custody and control of motor equipment; planning and installing a street lighting system; and standardization of supplies.¹²

* * *

Finally, there are citizens' organizations, of great variety, which have as their objects the assembling of facts about the conduct of government, the study of problems of public policy, and the dissemination of information among officials and especially voters. Several of the bureaus already cited—and, indeed, organizations of the character of the National Municipal League (See p. 148) and the National League of Women Voters (See p. 267)—are, of course, in a very real sense citizens' organizations. But there are many other organizations which do not fall in any of the categories treated elsewhere in this report; and although the investigative work which they do is usually of an even more immediately practical nature than that of the so-called research bureaus, they occasionally achieve results of distinct scientific value. In checking up on public officials to see that money is not wasted, or in watching governmental processes at work for other purposes, they may perfectly well bring to light data and experiences that add something to the gradually expanding body of knowledge about politics and administration. The growth of such agencies is evidence of increasing realization by the people that eternal vigilance is the price not only of liberty but of economy and of efficiency; and it has come as an attempt by the citizen who foots the bill to ferret out those same conditions and methods making for good government which governments themselves have only recently begun to inquire into by processes of scientific and sustained research.

Of these citizens' organizations there are, as has been suggested,

¹² *Amer. Polit. Sci. Rev.*, XXI, 417 (May, 1927). The Service is supervised by the following committee jointly representing the National Municipal League and the Governmental Research Conference: Frank L. Polk (chairman), William C. Beyer, Richard S. Childs, Harold W. Dodds, Luther Gulick, Lent D. Upson, and Henry M. Waite.

numerous types. Some are municipal leagues; some are voters' leagues; some are taxpayers' associations; some are citizens' unions, or good government associations, or city clubs, or what not. Some are interested primarily in finance, some in health or other welfare services, some in education, some in public utilities, some in city-planning. Some are supported by membership fees, some by private contributions. Some are liberally financed and well staffed, others have slender means and can enlist but little paid service. Some are continuously vigilant and productive; others, it goes without saying, are moribund, or at any rate only intermittently active.

Leaving out of account certain national organizations dealt with elsewhere, there are the following principal categories or groups:

1. State Leagues of Municipalities.

These exist in twenty states.¹³ Like the National Municipal League, they are organized to discover, study, and promote approved methods of local administration, approaching municipal problems primarily from the viewpoint of the public official rather than of the private citizen. Membership is held by the city, town, or village, and not by the individual officer or citizen, and dues are paid out of the municipal treasury. Some of the leagues have direct affiliations with the state university, others do not. Many are recognized by acts of the state legislature. Their staffs render opinions on legal problems, record experiences, study problems (sometimes through the medium of special committees) and make the results available to the members.

2. State Associations.

In a few states there are citizen associations, without official connections, operating in the state, rather than the municipal, field. In most cases, however, they are not very highly developed. Among them are the New York State Association, the Ohio Institute (See p. 176), the Research Bureau of the Pennsylvania State Chamber of Commerce, the Research Bureau of the New Jersey Chamber of Commerce, and the State Taxpayers' Association of North Dakota.

3. Local Taxpayers' Leagues.

These are of recent origin and likewise are not very highly developed. Their sole object is to bring about reductions, or at any rate

¹³ California, Colorado, Illinois, Indiana, Iowa, Kansas, Michigan, Minnesota, Nebraska, New Jersey, New York, North Carolina, Oklahoma, Tennessee, Texas, Utah, Virginia, Washington, West Virginia, and Wisconsin.

to prevent increases, of taxes; and as a rule the business interests and real estate operators are most active in their councils. While this approach to good government may sometimes be short-sighted and ill-advised, the leagues nevertheless, when properly directed, serve the useful purpose of applying the brakes to public expenditures at a time when governmental costs are rapidly mounting. In some cities the leagues are doing careful work and, like the bureaus of municipal research, are employing staffs of trained men to watch the budget and coöperate with municipal officials. Not infrequently, good results are obtained. Examples are the Taxpayers' Association of New Mexico, the Minneapolis Taxpayers' Association, the Taxpayers' League of Seattle, the Tax Association of Alameda County, Cal., and the Taxpayers' Association of New Bedford, Mass.¹⁴

4. *City Clubs.*

Social and educational in character, these organizations very rarely undertake anything that can be termed research. In more or less indirect ways, however, they stimulate the spirit of watchfulness and inquiry. The most notable city clubs are those of New York, Boston, Philadelphia, Chicago, Milwaukee, St. Louis, Kansas City, Los Angeles, and Portland (Ore.).

b. *SOCIOLOGY*

Many civic, philanthropic, and other organizations which in more or less incidental ways carry on investigative work of a sociological character are dealt with in the succeeding chapter. Here are listed a number of institutes and bureaus which are maintained solely for research in this field.

I. INSTITUTE FOR SOCIAL AND RELIGIOUS RESEARCH.

370 Seventh Avenue, New York City. Galen M. Fisher, executive secretary.

Established in 1921 as the Committee on Social and Religious Surveys, this organization assumed its present official designation in 1923. Its purpose is to conduct, and make available through publication, studies and surveys resulting from the application of scientific methods of research to the socio-religious field. All financial sup-

¹⁴The purposes of the last-mentioned organization, for example, as set forth in the articles of incorporation, are "to foster, encourage, and promote a non-partisan interest in, and study of, the business and fiscal activities of federal, state, county, and municipal governmental agencies, as such activities may affect the taxpayers of New Bedford, and, by coöperation with such agencies to assist in effecting economy and efficiency in such activities."

port has thus far been derived from contributions by interested individuals, chiefly Mr. John D. Rockefeller, Jr. The board of directors, which has absolute authority over the conduct of the Institute, consists of Messrs. John R. Mott, Raymond B. Fosdick, James L. Barton, Kenyon L. Butterfield, W. H. P. Faunce, and Paul Monroe. The actual work is done by the executive and technical staff. "The members of the technical staff do not have long-term appointments, but are engaged from project to project. The practice, however, as it has worked out, is that about thirty of the forty-five persons who make up the average list of the technical staff have been with the Institute from near its inception. There are always certain projects in progress, however, which are directed by men and women who are drawn from educational and other institutions for limited periods."

Thus far the studies of the Institute have been concerned chiefly with phases of rural religious life, religious education, and the problem of the city church. Among the more important studies which have been brought to completion (and the results published) are: (1) religious education in Indiana, by Walter S. Athearn; (2) theological education in America, by Robert L. Kelley; (3) the education of negro ministers, by W. A. Daniel; (4) diagnosing the rural church, and (5) a census analysis of American villages, by C. Luther Fry; (6) the social, economic, and religious life of the American Indian, under the direction of G. E. E. Lindquist; and (7) an analysis of rural work of certain national character-building agencies for youth, by H. Paul Douglass. Some of these studies, for example the last-mentioned one, have made noteworthy contributions to the technique of social research. Five studies completed but not yet published (in April, 1927) are (1) a survey of race relations on the Pacific coast; (2) a study of moral and religious life and agencies in twenty-four colleges and universities; (3) a study of a small industrial city in the Middle West; (4) a study of twenty-five representative city churches; and (5) studies in negro segregation in selected cities and villages in both the South and the North. Studies still in progress in 1927 were: (1) rural immigrants, under the direction of E. de S. Brunner; (2) the policies and results of financial aid to churches by the home mission boards of the Protestant churches; (3) a character education inquiry, directed by Hugh Hartshorne and Mark A. May, in conjunction with Teachers College of Columbia University; and (4) health as a cause of personnel change among foreign missionaries, by Dr. Gwendolyn S.

Hughes. "Looking over the history of the Institute," writes the executive secretary, "there is a tendency observable for its work to move from ordinary surveys to more thoroughgoing research." Especially intensive is the character-education study now going on, and to be continued three years longer, with the collaboration of an imposing corps of specialists in psychology and religious education.

2. BUREAU OF SOCIAL HYGIENE.

370 Seventh Avenue, New York City. Katharine Bement Davis, general secretary.

This bureau was established in 1911 for the study, amelioration, and prevention of those social conditions, crimes, and diseases which adversely affect the well-being of society, with special reference to prostitution and the evils associated therewith. Financial support comes entirely from funds supplied by Mr. John D. Rockefeller, Jr., varying in amount from year to year in accordance with the need. There is a small permanent organization, but as a rule when pieces of research are to be undertaken competent persons from the outside are engaged for the purpose. Subsidies are granted, also, to committees or other organizations working in related fields, if their proposed projects meet with the approval of the Bureau's board of directors. Publications which have grown out of studies carried on by the Bureau, or with its assistance, include Flexner's "Prostitution in Europe;" Fosdick's "European Police Systems" and "American Police Systems;" Woolston's "Prostitution in the United States;" Fernald, Hayes, and Dawley's "Study of Women Delinquents in New York State;" Spaulding's "Experimental Study of Psychopathic Delinquent Women;" Worthington and Topping's "Specialized Courts Dealing with Sex Delinquency;" Cobb's "Inferior Criminal Courts Act of the City of New York;" Owing's "Women Police;" and Weidensall's "Mentality of the Criminal Woman." Sundry pamphlets, also, have been issued. Important pieces of work now being carried out through subsidies include studies undertaken by (1) the committee on sex research of the National Research Council, (2) the committee on drug addictions, (3) the Bureau itself in the field of the sex life of normal women, (4) the League of Nations committee of experts on international traffic in women, and (5) the commission of the League of Nations to survey the conditions of the production of opium in Persia.

3. RESEARCH BUREAU ON SOCIAL CASE WORK.

400 Boylston Street, Boston, Mass. Mrs. Ada E. Sheffield, director.

This bureau—established in 1919 under the name of the Bureau of Illegitimacy—was called into being by the Boston conference on illegitimacy, a discussion group made up of social workers actively concerned with this special problem. Its program for the intensive study of questions relating to unmarried mothers and their infants was drawn up by the Conference, and financial support (increased from \$6,095 the first year to \$9,361 in 1925) has been taken care of by the Permanent Charity Fund, Inc. The staff has consisted of a director, an associate director, and a secretary. From the first, the Bureau's studies were based, in the main, on the written records of the better-equipped case work agencies in Boston, and as they proceeded some broadening of both scope and name became desirable; hence the title indicated above. The director's work has developed into a study of method applicable to any and all case histories, and she has since published a text-book on this general subject. The associate director was engaged in 1926 upon a study of adoptions. This consisted of an inquiry, into (1) the kind of information about parents and adoptive parents that is ordinarily brought before courts when considering petitions for adoption, and (2) the outcome of adoptions which have been brought about by case work agencies or which have come to the attention of the Society for the Prevention of Cruelty to Children. Among pieces of research work which have reached publication are the following: "A Study of 550 Illegitimacy Applications," "Case-Study Possibilities," "Is 'Stigma' Removable?" "What Becomes of the Unmarried Mother?" and "Who is Responsible?—a Study of 185 Illegitimacy Applications." The Bureau, as such, terminated its existence in 1927, though certain unfinished work is still in progress.

4. INSTITUTE OF CHILD WELFARE RESEARCH.

Teachers College, Columbia University, New York City. Helen T. Woolley, director.

Established in 1924 by a gift of \$65,000 from the Laura Spelman Rockefeller Memorial Foundation for the scientific study of child welfare, this institute has undertaken three kinds of work, i.e., individual child welfare studies, maintenance of an "educational clinic," and coöperative work with the Manhattanville Nursery School, looking toward the development of a similar school at the Institute. Specific investigations include (1) a comprehensive descriptive

study, in a type city public school community, of all the children who in any way are regarded as non-adjusted or ill-adjusted, the purpose being to make a quantitative and qualitative comparison of the nature and causes of adjustment in representative city and rural communities; (2) an effort to discover any existing relation between evident, expressed, or discoverable purposeful qualities in homes with the presence or absence of definite purposes or tendencies which appear in unadjusted pupils in schools; (3) some factors in learning by pre-school children, especially as conditioned by language learning; (4) the ways in which "language approval" helps young children to distinguish between right and wrong behavior; (5) special nutrition studies; and (6) accounting and pupil surveys of Hope Farm and of Leake and Watts Homes for dependent children. The Educational Clinic, operating under the guidance of a committee of members of the Teachers College staff, has compiled research materials and examined seventy-five children.¹⁵

5. BUREAU OF JEWISH SOCIAL RESEARCH.

114 Fifth Avenue, New York City. Samuel A. Goldsmith, director.

This bureau, organized in 1919, represents an amalgamation of the New York City Bureau of Jewish Philanthropic Research, the Field Bureau of the National Conference of Jewish Social Service, and the Bureau of Information and Statistics of the American Jewish Committee. It is supported by contributions from the New York Foundation, the Nathan Hofheimer Foundation, various federations of Jewish philanthropies, the American Jewish Committee for the Department of Information and Statistics, and private individuals, notably Mr. Adolph Lewisohn. Profits from published studies have formed a fairly substantial part of the annual income. There is a board of trustees, an advisory committee, an executive committee, and a working staff of four persons.

The Bureau engages in systematic research on such topics as child care, family welfare, and health and hospital work, and it makes special studies of philanthropic and educational programs of various Jewish federations and groups throughout the country. About one hundred of these special investigations are made annually in response to requests from organizations and individuals. The Department of Information and Statistics collects and prepares statistics and information for the "American Jewish Year Book"; it also gathers and endeavors to verify facts and statements of events

¹⁵ *Teachers College Bulletin*, Seventeenth series, No. 1 (Nov., 1925).

affecting Jews throughout the world. Among larger studies thus far completed are: (1) service statement analyzing the work of ninety-one organizations affiliated with the New York Federation, (2) child welfare study in New York, (3) study of recreation facilities, (4) structural study of organizations dealing with the delinquency problem in New York City, and (5) standards of supervision and relief of families of widowed mothers. The Bureau is at present engaged in a general survey of the work of the National Council of Jewish Women, a study of the possibilities of a pension system for Jewish social workers, a survey of the Jewish philanthropic and communal work of Greater New York, and a community survey of Baltimore, Md.

6. HELEN S. TROUNSTINE FOUNDATION.

312 West Ninth Street, Cincinnati, Ohio. Ellery F. Reed, director.

Founded and incorporated in February, 1917, by a group of friends desiring to commemorate the services of Helen Trounstein to the city of Cincinnati, and dedicated to social research, this Foundation is supported by a small endowment of \$3,000, a subvention of \$10,000 annually from the Community Chest, and a small income from the sale of publications. It is governed by a board of fifteen trustees, elected for terms of five years. The staff consists of a director, a secretary, special workers employed for particular studies, and a number of volunteer workers, including graduate students of the department of sociology of the University of Cincinnati, who, in connection with seminars and theses, undertake research work directed by the Foundation. The Foundation carries on research upon social problems of particular concern to the city of Cincinnati. Publications in the past five years have dealt with feeble-minded ex-school children, diagnosis and treatment of young school failures, and an experimental study of children. Studies under way in 1926 had to do with municipal and county departments of public welfare, housing, recreational, and educational conditions of working girls in Cincinnati; education of epileptic children in Cincinnati; the construction of sociological base maps of Cincinnati; and cheap lodging houses and hotels in Cincinnati.

7. SCRIPPS FOUNDATION FOR RESEARCH IN POPULATION PROBLEMS.

Miami University, Oxford, Ohio. Warren S. Thompson, director.

This foundation was created in 1922 by the late E. W. Scripps to study "the problems arising out of the growth of population in

the United States," and its work is financed by an annuity of \$15,000 from the Scripps estate. The field of interest is as broad as the term "population problems," although research is naturally limited by the funds available. The establishment has been in existence only four years, and no large projects have as yet been completed. A monograph, however, is being prepared by the director, in coöperation with the U. S. Census Bureau, on the proportion of children to women in the United States, and another investigator, Mr. P. K. Whelpton (an agricultural economist), is making a study of different types of farming in relation to their capacity to support population. Publications to the present time have consisted of a number of papers on miscellaneous population problems. The staff consists of Messrs. Thompson and Whelpton, with assistants.

8. THE BEHAVIOR RESEARCH FUND (IN CONJUNCTION WITH THE INSTITUTE FOR JUVENILE RESEARCH).

907 S. Lincoln St., Chicago, Ill. Herman M. Adler, director.

This recently incorporated body has been established to carry out the original purpose of the Juvenile Psychopathic Institute, which was founded in 1909 and supported for five years by Mrs. William F. Dummer to work in conjunction with the Juvenile Court of Chicago, especially in investigating the sources, cures, and prevention of delinquency. The trustees are Judge Mary Bartelme, of the Juvenile Court; Miss Julia Lathrop, former head of the children's bureau of the Department of Labor; Dr. Ludvig Hektoen, director of the McCormick Institute and member of the National Research Council; Dr. Herman Adler, director of the Institute for Juvenile Research; Cyrus McCormick, Jr.; Roy Osgood, vice-president of the First Trust and Savings Bank; and Joseph H. Schaffner, of the firm of Hart, Schaffner, and Marx.

In 1914 the Juvenile Psychopathic Institute was taken over by Cook County under Dr. William A. Healy, and in 1917 it became a part of the state department of public welfare under Dr. Adler, state criminologist, taking at this time the name of Institute of Juvenile Research. Since 1917 the Institute has broadened its field, serving in an advisory capacity to eleven state institutions for juveniles and adults, besides continuing its work with the Juvenile Court, its out-patient service, traveling clinics, and surveys and special studies. The Institute was the first behavior problem clinic in America, if not in the world, and has been the model and pattern for all other clinics of its kind. This was the natural outcome of its association with the Juvenile Court of Chicago, where the legally constructive,

as opposed to the reprisal, treatment of children was first systematically employed. It deals constructively with thousands of individuals brought to it by the courts, social agencies, penal institutions, parents, and teachers.

The Behavior Research Fund has been established within the past year to provide for organized research in the largely unexplored field of mental diseases and behavior problems. Its research staff will work in conjunction with the Institute, which controls the bulk of the medical material that is most valuable from the standpoint of research, including more than eight thousand case records on file. "The function of the Institute," says an official announcement, "is to study the behavior difficulties of children. The approach is made through the study of the physical characteristics, the mental characteristics, the environmental factors, and the life history and career of the child. Various specialists work together as a unit organization, and every individual child is treated as a whole." Besides seeking causes, cures, and methods of prevention, the Institute will undertake the training and teaching of judges, lawyers, teachers, school officials, juvenile court workers, probation officers, personnel directors, and others, and with a view to enabling the state's work to be done more effectively. Under the charter, unusual steps have been taken to safeguard the fund (now \$275,000, for a five-year program) by adapting the principle of the holding company to the purposes of philanthropy and scientific research. The trustees are required to meet at least once every three months to receive reports from the director of the Institute regarding the achievements of the last quarter and the program for the next one. If the vote is one of confidence, the funds for the ensuing quarter are turned over to the director. If the trustees vote "no confidence," they have the option of turning the funds over to a new institution to be created, or to distribute them to other institutions, or to return them to the donors. On the other hand, full scientific freedom is assured the staff of distinguished physicians, psychologists, psychiatrists, and other experts associated with Dr. Adler. The safeguards are designed to keep the staff free from political interference and to guarantee that research in the many puzzling problems of human behavior is not lost to view as the prime objective.

9. INSTITUTE OF EDUCATIONAL RESEARCH.

Teachers College, Columbia University, New York City. Directors indicated below.

Established in 1921 in pursuance of the policy of Teachers College to foster research and experimentation in the pedagogical field for the information of students and the advancement of the profession, this institute is organized in three divisions, i.e., Educational Psychology, Professor E. L. Thorndike, director; School Experimentation, Professor Otis W. Caldwell, director; and Field Studies, Professor George D. Strayer, director. A fourth section, Practical Arts, has grown up under the control of Professor Maurice A. Bigelow. Researches in the Division of Educational Psychology have been supported not only out of Teachers College funds but also by the Commonwealth Fund, the Carnegie Corporation of New York, the Institute of Social and Religious Research, and other organizations. Among the first investigations made were an inventory and census of English construction and vocabulary, with a view to improving the means and methods of teaching reading and composition to both natives and foreigners; the psychology of algebra; improved methods of educational and vocational guidance for boys and girls, aimed at discovering means of measuring ability in school work, office work, and the trades; and the effect of the study of Latin upon the range of English vocabulary and upon ability to read English with precision. Other major investigations include a study of the increase of intellectual power traceable to the different subjects in the high-school curriculum; investigation of fundamental units of intellect and capacity; experimental work with gifted children; and a character education inquiry by Drs. Hugh Hartshorne and Mark A. May, developing methods for the objective measurement of dishonesty in school, its causes and relation to intelligence, etc., and tests designed to measure certain mental abilities which are important in controlled behavior. In 1925 the Carnegie Corporation made a grant of \$17,500 a year for two years for a study of the nature of adult learning in man. The results of these investigations are published by the Bureau of Publications. The Division of School Experimentation has done the larger part of its work in connection with the establishment of the Lincoln School, the building of which alone is considered an important contribution to the planning and construction of school edifices. The Division's chief aim is to construct a curriculum which will be representative of the important activities and interests of modern life and a living demonstration of

the possibilities of modern education. Rural school experiments are carried on in the Quaker School, at Allamuchy, New Jersey. The Division of Field Studies has conducted school surveys in Springfield, Mass., Providence, R. I., Watertown, N. Y., and Cranfield, N. J., looking toward the improvement of organization and administration of school systems and of the relations between the school committees and mayors and councils. These surveys were financed by the several cities. The costs of education in White Plains, N. Y., and in other cities of Westchester County have been made the subject of study; also state aid for public schools, in coöperation with a New York State legislative committee. In most instances the reports of these studies have been published by the cities primarily concerned.

CHAPTER XII

RESEARCH ACTIVITIES OF MISCELLANEOUS NATIONAL AND LOCAL ORGANIZATIONS

AN astonishing number of organizations in this country which exist primarily for purposes other than research sponsor or carry on, incident to their main functions, a certain amount of investigative work. These organizations are of many different kinds—civic, philanthropic, cultural, fraternal, religious, racial, and what not—and their investigative activities range all the way from the most superficial and ephemeral inquiries to studies worthy in the highest degree of being termed research. It is quite impossible to compile a list that will have any claim to completeness; besides, he would be a bold man who would undertake to draw a sharp line between those organizations whose investigations are to be regarded as research and those whose efforts are not to be so regarded—or, so far as that goes, between the projects of even a single organization that qualify and those that do not. The existence of this large phase or area of investigative work cannot, however, be left out of the picture which this report aims to present; and with a view to suggesting its nature and importance, rather than to offering any full appraisal of it, a descriptive directory of some sixty miscellaneous organizations which may be taken as fairly typical of those actually doing research is presented herewith. Classification being almost impossible, the organizations covered—selected out of a much longer list originally compiled—are arranged merely in alphabetical order. The majority, however, as will be observed, have to do with matters that may broadly be termed sociological.

I. ALEXANDER HAMILTON INSTITUTE.

Astor Place, New York City. M. B. Foster, secretary.

This institution, established in 1909, operates on a commercial basis as a research and advisory organization covering the general field of business. There is an advisory council of seven nationally known university professors and business executives and a staff organization of twenty-six professors and business men who are specialists in some phase of business and finance. Research is, how-

ever, incidental; the principal activity is the furnishing of a business course and service to subscribers.

2. ALICE MANDELICK FLAGLER FOUNDATION.

129 E. 52nd Street, New York City. Helen C. Miller, secretary.

This foundation was incorporated in 1924 to receive and dispose of funds to relieve poverty, sickness, and infirmity, and to eradicate their causes; to encourage the training and welfare of nurses; and to employ research, publication, and education as means to these ends.

3. AMALGAMATED CLOTHING WORKERS OF AMERICA.

31 Union Square, New York City. Leo Wolman, director of research department.

The research department of this organization serves primarily as an aid to the officers in their contact with employers, and in providing them with the material on which to base the policies of the union. The staff is small, consisting of only a director and two other research workers. The department has, however, made studies of the labor banking movement, unemployment insurance, and employment in the clothing industry, and has published a history of the organization in Chicago, entitled "The Clothing Workers of Chicago."

4. AMERICAN ARBITRATION ASSOCIATION.

342 Madison Avenue, New York City. Stuart Lewis, secretary of educational division.

This association, incorporated in 1926, represents a consolidation of the Arbitration Foundation, the Arbitration Society of America, and the Arbitration Conference. The Association aims to serve the interests of the community by promoting good-will, coöperation, and friendly relationships, and to aid American business by reducing waste and delay incident to strife and misunderstanding arising from controversies. It comprises the directorates and memberships of the three organizations above named, which include affiliated trade, commercial, and professional organizations. Membership is open to any individual, firm, or corporation using arbitration in business relationships or interested in promoting the principle of arbitration. The Association maintains a clearing house for existing arbitral tribunals, conducts its own arbitral tribunal, establishes arbitral machinery for business organizations, drafts standard clauses for contracts, provides rules of procedure and forms, and makes trade analyses and sur-

veys. For the purpose of developing arbitral research and education, and for collaboration with universities and other institutions of learning, it has received a substantial research fund, which is steadily growing as special features of the work make stronger appeal to public-spirited citizens. The council on research and education consists of representatives from sixty-one different trade groups arranged in sections, together with professional groups similarly arranged. Recent publications include a year-book on commercial arbitration in the United States, an international year-book on civil and commercial arbitration, and a manual of American law on commercial arbitration; and among volumes in preparation are a case-book on arbitration and award, by Dean C. K. Burdick, of Cornell University, and a study of the economic background of commercial arbitration, to be published under the title "Cost of Commercial Disputes."

5. AMERICAN ASSOCIATION FOR ORGANIZING FAMILY SOCIAL WORK.

130 East 22nd Street, New York City. Linton B. Swift, executive secretary.

This association was formed in 1911 by a group of the larger charity organization societies which realized the necessity of a more concerted effort to improve the condition of what was then known as charity organization work. There was an original membership of about forty family social work societies, but the number has since risen to 232. The organization was at first financed entirely by voluntary contributions, but since 1920 it has been aided by a grant of \$20,000 annually from the Russell Sage Foundation. Research activity is carried on almost entirely through twenty-two committees on various phases of family social work. The most important project completed recently is that of the committee on relations with public welfare departments, which embodies an intensive study of the standards and development of public departments as related to the member societies. Studies at present in progress include analysis of the different phases of the family social worker's task, a fuller classification of family social work positions, and the gathering of yearly data on salaries paid, conditions of work, vacations, hours of work, leave for study, and other matters.

6. AMERICAN CHILD HEALTH ASSOCIATION.

370 Seventh Avenue, New York City. George T. Palmer, director of division of research.

Created in 1923 by the amalgamation of the American Child Hygiene Association (founded in 1909) and the Child Health Organization of America (founded in 1918), this organization has received its financial support from the American Relief Administration's Children's Fund, the Laura Spelman Rockefeller Memorial Foundation, the Carnegie Corporation of New York, and the Altman Foundation, supplemented by membership dues and personal gifts. The purpose of the Association is "to assist children in securing their elemental right to health," and the method is chiefly that of working with and through federal, state, and local health and educational officials in helping to develop balanced health programs in communities. In 1925 the organization coöperated with departments of health in five states in the promotion of more complete birth registration, and in six states in clean-and-safe-milk campaigns. The work of the research division includes surveys in the field of child health, collection and publication of annual reports on infant mortality, assistance to educational centers and public health organizations in the preparation of health accomplishment tests and appraisal schedules, and compilation of information on child health in response to inquiries. A projected national study under the health education division relates to the effectiveness of school health programs. In 1924 the Association prepared and published a report, "A Health Survey of Eighty-Six Cities," following a six months' field inquiry by five public health specialists.

7. AMERICAN CIVIC ASSOCIATION.

905-907 Union Trust Building, Washington, D. C. Harlean James, executive secretary.

Organized in 1904 for the promotion of city, town, and neighborhood improvement and for the protection of natural beauty, this association interests itself in the promotion of parks and playgrounds; the increased use of out-door recreation facilities; city, town, country, and regional planning; and the economic and social advantages of good housing. It has published books and pamphlets of an educational character dealing with city planning, country planning, zoning, billboard regulation, and real estate subdivision, but has carried on research in only a limited and incidental way.

8. AMERICAN COUNTRY LIFE ASSOCIATION.

1849 Grand Central Terminal Building, New York City. Henry Israel, executive secretary.

This association, established in 1919 to promote a better understanding of country life and to disseminate information calculated to aid in rural improvement, has a membership composed of forward-looking farmers and farm women, publicists, ministers, men and women of affairs, leaders of agriculture, and students and teachers of rural sociology and education. It is a central clearing house on rural social life for five governmental agencies and twenty-five private agencies engaged in rural social work, and in conjunction with these it seeks to initiate preliminary studies that will lead to more comprehensive scientific investigations by institutions better equipped to undertake them. In coöperation with the extension division of the U. S. Department of Agriculture, the federal bureau of vocational education, and the rural division of the federal bureau of education, the Association is engaged in a nation-wide study of the attitudes of rural youth toward country life. It coöperates also with the American Farm Economics Association in maintaining a joint committee which is studying the relationship of social and economic values in agriculture—a piece of work on which fifty or sixty persons are collaborating. Some beginnings have also been made on preliminary studies on the farm child.

9. AMERICAN JUDICATURE SOCIETY.

357 East Chicago Avenue, Chicago, Ill. Herbert Harley, secretary.

This society was established in 1913 to promote the efficient administration of justice in the United States. For some years it devoted itself to a painstaking and costly study of the problems of justice, without any general submission of proposals. In 1917, however, publication of a monthly *Journal of the American Judicature Society* was begun, and since that time numerous judicial reforms have been publicly, and in some instances successfully, advocated. The Society has no rival within its field and coöperates freely with all organizations and individuals interested in judicial improvements. The files of its journal now constitute a rich and authentic library of information. An appeal has recently been made for more liberal financial support by members and friends, and the opinion is expressed that the Society "would be justified in spending very large sums in its work if the money were available."

IO. AMERICAN PUBLIC HEALTH ASSOCIATION.

370 Seventh Avenue, New York City. Homer N. Calver, executive secretary.

Organized in 1872 in New York City as a technical society of the public health profession, this association has become the largest and best-known health organization in the country. Its membership consists of approximately 4,500 sanitarians in the United States, Canada, Cuba, and Mexico. The Association is supported by membership and fellowship dues, supplemented by receipts from advertising in its official organ, the *American Journal of Public Health*. There is a governing council of seventy members, an executive board of six, and a staff of executive officers which manages the Association's affairs. More than fifty technical committees are more or less actively engaged in research work (or at all events in assembling data) relating to one or another of the following fields: public health administration, vital statistics, public health engineering, industrial hygiene, food and drugs, child hygiene, health education and publicity, and public health nursing. Included among the specific topics of investigation are public health administration in cities and counties, methods of water analysis and milk analysis, the pasteurization of milk, safe standards for ventilation in schoolrooms and other small rooms, educational facilities for public health work, methods of statistical practice, health problems in education, and qualifications for public health nursing positions. Nearly all of the reports of the research committees are published in the magazine mentioned above. Volumes have also been issued dealing with standard methods for the examination of water and sewage, standard methods of milk analysis (bacteriological and chemical), and standard methods for the bacteriological examination of shell-fish.

II. AMERICAN SOCIAL HYGIENE ASSOCIATION.

370 Seventh Ave., New York City. Donald R. Hooker, secretary.

This is the representative national organization dealing with problems constituting the general field of social hygiene. It was formed in 1914 by the merging of earlier associations, and in 1918 absorbed the New York Social Hygiene Society dating from 1905. Its purposes are primarily informational and educational, but, appreciating the need of scientifically ascertained data on which to build a sound social program, it seeks in every way to stimulate research on the part of agencies organized and financed for that purpose, such as the

Bureau of Social Hygiene (See p. 231) and the Sex Research Committee of the National Research Council. The latter came into being through the initiative of this Association. Moreover, the Association engages directly in investigations aimed at discovering sound methods of social hygiene education; and there is at present under way a joint project with two hundred universities and colleges on the problems of sex social education as they relate to the colleges and on the formulation of a suitable program for integration in the curriculum. A department of legal measures also undertakes research in environmental conditions in various communities and in social agencies concerned with such conditions. Also, it conducts researches in the laws, and in such official agencies as the police and the courts, to the end of promoting betterment in the administration of criminal justice. Through monetary assistance and through its department of medical measures, the Association coöperates in studies of the value of certain methods and drugs in the treatment and cure of venereal diseases; and a "Report of Scientific Researches on Venereal Diseases" was published in 1924, by agreement with the U. S. Inter-departmental Social Hygiene Board. A member of the department of protective measures of the Association, assigned some time ago to the Bureau of Social Hygiene, has recorded the history of the women police movement in a volume entitled "Women Police." Finally, interested in determining the best protective measures for the prevention of sex delinquency and for the rehabilitation of delinquents, the Association in 1926 assisted the National Probation Association (See p. 269) in a survey of probation in Wisconsin.

12. ASSOCIATION FOR THE STUDY OF NEGRO LIFE AND HISTORY.

1538 Ninth St., Washington, D. C. Carter G. Woodson, director.

Organized and incorporated in 1915 to collect sociological and historical data on the negro, to publish books on negro life and history, to promote the study of the negro through clubs and organizations, and to foster harmony between the races by interpreting the one to the other, this association is supported by subscriptions from private individuals and by appropriations of \$25,000 each from the Carnegie Corporation of New York and the Laura Spelman Rockefeller Memorial Foundation. The subvention from the last-mentioned source was given with the restriction that it be used to support studies of the free negro prior to the Civil War and of the negro during the era of reconstruction. Products of research published under the auspices of the Association have dealt with slavery in Kentucky, the

negro migration of 1916-18, the negro in South Carolina and in Virginia during reconstruction, fifty years of negro citizenship as qualified by the United States Supreme Court, free negro owners of slaves in the United States in 1830, free negro heads of families in the United States in 1830, and the mind of the free negro as reflected in letters during the period 1815-60. The Association is accumulating newspapers, manuscripts, and books bearing on the history and life of the negro, including letters written by negroes prior to the Civil War; and since 1916 it has published a quarterly magazine, the *Journal of Negro History*, which has considerable merit.

13. BETTER HOMES IN AMERICA.

1653 Pennsylvania Avenue, Washington, D. C. James Ford, executive director.

This organization was founded in 1922 by Mrs. William Brown Meloney, and established on a national basis in 1924 with Mr. Herbert Hoover as its president. There is a board of eight directors, an advisory council of thirty-four, and an office staff of fifteen to twenty under the executive director. Locally, the organization works through upwards of three thousand committees, the chairmen of which are appointed by national headquarters. Its support has come chiefly from the Laura Spelman Rockefeller Memorial Foundation, supplemented by the sale of publications and rental of slide lectures. The Association aims at the improvement of housing conditions and home life, especially for families of modest means. It deals with problems of small house architecture and construction, home ownership, furnishing and equipment, landscaping and gardening, home recreation, and character building in the home. Publication No. 9, "School Cottages for Training in Home Making," was based on an extensive survey covering the entire country. A similar survey is being made of houses built by boys in vocational classes in public and trade schools. Other studies in progress cover the care and repair of the home, and housing, zoning, and the police power; and additional projects are to be started in the near future.

14. BUSINESS BOURSE.

15 West 37th Street, New York City. J. George Frederick, president.

This organization was formed in 1908 for the purpose of making surveys of industries, compiling management reports, and selling counsel and service of a specialized nature to manufacturers, bankers, and merchants. Besides a research staff and statisticians in New

York, the Bourse has investigators in two hundred and twenty cities who are able to do special local pieces of research. There is also a branch office in London. Surveys have covered almost every existing industry, and there are arrangements for keeping the reports up to date. Industries dealt with particularly in the past five years include radio, rayon, electric refrigeration, oil burners, washing machines, and patent medicines. Prices for standard industry reports range from \$150 to \$1,250, and higher, depending on how exhaustive the survey and how highly specialized the field.

15. CHICAGO COMMUNITY TRUST.

10 South La Salle Street, Chicago, Ill. Frank D. Loomis, secretary.

This is a charitable foundation, established in 1916 for the purpose of accumulating and conserving trust funds for charitable purposes. The total capital fund now in hand is about \$3,000,000. The administration of the income and the general management of the trust is in charge of a board of five citizens. Authorized activities cover the entire field of charitable interests, including education, culture, scientific research, the promotion of public welfare generally, and also the more direct charitable services. Surveys have occasionally been conducted, dealing with such subjects as Americanization in Chicago, crippled children in Chicago, housing of non-family women in Chicago, pre-natal care in Chicago, the care of disabled ex-service men in Chicago, and the Cook County jail. There are no definite plans for future investigations.

16. CHILD WELFARE LEAGUE OF AMERICA.

130 East 22nd St., New York City. C. C. Carstens, executive director.

Established in 1915 as a bureau for the exchange of information among about thirty-five child-caring agencies, this association was reorganized in 1920, when executive and field services were established. The League has no endowment, being dependent upon annual dues of its members, on foundations, and the generosity of the general public for support. The Commonwealth Fund, the Russell Sage Foundation, and the Rockefeller Foundation are among the principal contributors; and the yearly budget is about \$65,000. The field of activity is, broadly, the care of dependent and neglected children, and subjects of special interest include institutional work for children, child placement work, children's protective work, work for unmarried mothers, and public supervisory departments. During the past five

years, studies of individual agencies and surveys of the child welfare field have been made in many cities by the staff, coöperating with representatives of the agencies concerned. These investigations aim at the preparation of consistent and progressive plans for social welfare, and usually result in the betterment of community conditions, particularly as to juvenile delinquency. In 1926 surveys were in progress in Richmond, Va., Houston, Tex., and Syracuse, N. Y.

17. CLEVELAND FOUNDATION.

710 Federal Reserve Bank Building, Cleveland, Ohio. Carlton K. Matson, director.

This organization is the oldest among, and is typical of, a large and growing number of "foundations," "trusts," "funds," etc., established in accordance with the "community trust" idea.¹ It dates from 1914 and aims, in the words of the resolution creating it, to provide a means for distributing funds "for assisting charitable and educational institutions, whether supported by private donations or public taxation, for promoting education and scientific research, for care of the sick, aged, or helpless, for improving living conditions or providing recreation for all classes, and for such other charitable purposes as will best make for the mental, moral, and physical development of the inhabitants of the city of Cleveland, regardless of race, color, or creed." The Cleveland Trust Company, whose former president, F. H. Goff, formulated the plan for the Foundation, is the trustee, and the income from the trust is expended under supervision of a committee of five, working primarily through a director chosen by the committee and responsible to it.

Almost immediately after its establishment the Foundation adopted a policy of conducting comprehensive surveys of the life and social conditions of Cleveland, and a survey committee of five was created. This policy commended itself because it offered a means at once of performing a useful service to the community in the years before large sums were available and of compiling and preserving that sort of information which the Foundation would need in the years to come. On this basis, three major inquiries were carried out: (1) an education survey, in 1915-16, directed by Dr. Leonard P. Ayres, director of the division of education of the Russell Sage Foundation, and eventuating in twenty-five reports; (2) a recrea-

¹ Similar foundations exist in New York, St. Louis, Chicago (see No. 15 above), Milwaukee, Los Angeles, Minneapolis, Detroit, Indianapolis, Louisville, New Orleans, Pittsburgh, Buffalo, Washington, Cincinnati, and many smaller cities.

tion survey, in 1917-19, directed by Mr. Rowland Haynes, former field secretary of the Playground Association of America, and resulting in the establishment of a permanent Recreation Council; and (3) a survey of criminal justice, in 1921, directed by Dean Roscoe Pound and Professor Felix Frankfurter, both of the Harvard Law School, and leading to the establishment of a live and useful Cleveland Association for Criminal Justice. Meanwhile, in 1918-19, the survey committee was replaced by a "distributing committee," under whose auspices various other inquiries have been carried out, notably a study, in 1920, of immigrants' opinions and a survey, in 1921, of teacher training in Cleveland. The new committee planned to maintain a research division, and to make the collection "by means of scientific research and the proper presentation of accurate and comprehensive information concerning the social resources and needs of the community" one of its two main objectives—the other being the initiation of such public services as might be consistent with the resources available. Lack of funds has, however, been a serious impediment, by reason of which no additional surveys are at present projected.²

18. COMMISSION ON INTERRACIAL COÖPERATION.

409 Palmer Building, Atlanta, Ga. T. J. Woofter, research secretary.

This organization was founded in 1919 by a group of southern leaders who realized that the solidarity of white and colored populations developed by war-time experiences not only would be in danger of lapsing after the restoration of international peace but might even be succeeded by an unusually tense situation following the return of the negro troops from across seas. Supported by educators, ministers, and business and professional men in every state of the South, the Commission served a useful purpose in easing the process of post-war social and economic readjustment. The immediate task accomplished, the organization decided to enter upon the larger work of permanently improving race relations throughout the South, and to that end it set up committees, not only in every state, but in some eight hundred counties. Activities take the form mainly of practical social services, e.g., aiding in educational enterprises for negroes, carrying on health campaigns, extending legal aid, promoting negro welfare agencies, and encouraging frank discussions participated in by members of both races. Realizing the need of first-hand studies of the problems involved, the Commission, in 1924, created the office

² Raymond Moley, *A Review of the Surveys of the Cleveland Foundation* (Cleveland, 1923).

of research secretary, and since that time special investigations have been made of such subjects as lynching, negro social agencies in certain cities (notably Tampa, Fla.), and negro education, viewed statistically. A survey of negro problems in cities has recently been completed, in collaboration with the Institute for Social and Religious Research (See p. 229). Special projects are provided for financially by application to organizations most interested in the different undertakings, and are carried out by the research secretary and the educational director, with the coöperation of local members of interracial committees whenever investigations are entered upon in their respective states or communities.

19. COMMONWEALTH CLUB OF CALIFORNIA.

642 Mills Building, San Francisco, Cal. Perry Evans, secretary.

This civic organization, of some four thousand members, exists to "investigate and discuss problems affecting the welfare of the commonwealth and to aid in their solution." There are twenty-eight permanent committees, on such subjects as administration of justice, city planning, election laws, immigration, international relations, mineral resources, and public health; and, in addition to a committee or section on scientific research, a general research section was set up in 1925, with Professor S. C. May, of the University of California, as chairman. This section has since been reorganized into a research "service," and the chairman's title changed to "director." Eventually, it is planned, the director will give his entire time to the service as head of a research staff. The object of the service is to map out the methods for scientific, factual study of problems as they are submitted by the committees or other agencies, and also, as opportunity affords, to carry out specific inquiries. An advisory council consisting of nine eminent scholars and publicists, with President Wilbur, of Stanford University, as chairman, gives occasional aid. A study having been completed, it is presented to the advisory council, to the board of governors of the club, and eventually to the agency requesting the investigation, and is then published by the Club. An inquiry into the alleged increase of juvenile delinquency in the San Francisco area has been in progress; and the director is compiling a card catalogue of individuals and organizations particularly interested in, or having special information in, the social science field, or especially qualified or equipped to investigate or report on particular problems. Work upon a general program of social research has also been in progress. "There would seem," says a recent presidential report, "no

good reason why research should not ultimately be done by a western institution such as the Commonwealth Club through a research service instead of being handled from the other edge of the continent by some of the great foundations of the East."

20. CONSUMERS' LEAGUE OF EASTERN PENNSYLVANIA.

818 Otis Building, Philadelphia. A. Estelle Lauder, executive secretary.

This organization was formed in 1896 "to investigate and study the conditions of labor, trade, and industry, to educate the community in respect to these conditions, and to further such changes in them as the public welfare may require." General policies are controlled by a board of directors, elected annually; and the regular staff consists of an executive secretary, a research secretary, and an office secretary. Financial support is derived from membership dues and voluntary contributions, the annual budget being about \$11,000. The methods of work include investigation, report writing, and talks and lectures in support of the enforcement of labor laws and an honest and efficient administration of the state department of labor and industry. Topics dealt with in recent investigations include vacations with pay for factory workers, wage-earning women in war time, colored women as industrial workers in Philadelphia, and working women and children in Pennsylvania. These subjects have been studied rather briefly, but an extensive investigation of the operation of the workmen's compensation law is in progress.

21. ELIZABETH MCCORMICK MEMORIAL FUND.

848 North Dearborn Street, Chicago, Ill. Mary E. Murphy, acting director.

This fund was created in 1908 by Mr. and Mrs. Cyrus H. McCormick, of Chicago, in memory of their daughter Elizabeth, "to improve the conditions of child life in the United States." By the act of incorporation in 1913 the powers of the fund were enlarged to include the prevention and amelioration of suffering, disease, poverty, and crime, the promotion of education, and the establishment and assistance of any agency designed to improve the conditions of human society, and especially to study and improve the conditions of child life. The work thus far done has included an intensive investigation of the health status of more than one thousand school children of the elementary schools of Oak Park, Illinois; and studies are now being made in certain schools in Chicago and in Joliet to determine the effect of intensive health instruction on the physical and mental de-

velopment of children. The plan for securing data includes mental measurements, complete medical examinations, anthropometrical measurements, and achievement tests. Publications have dealt with various phases of child health problems, including nutrition, tuberculosis, health instruction in elementary schools, and open air schools.

22. FEDERAL COUNCIL OF THE CHURCHES OF CHRIST IN AMERICA.

105 East 22nd St., New York City. F. Ernest Johnson, executive secretary.

The Council was organized in 1908 and represents twenty-eight Protestant bodies, including almost all of the large denominations. It is supported by appropriations from its constituent bodies and by voluntary contributions from individuals. The total budget for 1926 was \$300,000. A department of research and education was established in 1924 and now has a budget of \$42,000. It conducts research in the religious and ethical aspects of economic, industrial, international, and community problems, in both urban and rural communities. The staff consists of an executive secretary and four research assistants, besides temporary research workers. The work is chiefly in the nature of secondary research, i.e., gathering, authenticating, and organizing the results of investigations made by research foundations and agencies. Some investigation is carried on also, in their respective fields, by the commission on international justice and good-will and by the commission on the church and race relations. Research projects have been completed and published during the past five years on the wage question, the coal controversy, the twelve-hour day in the steel industry, social aspects of farmers' co-operative marketing, and the prohibition situation. Certain studies in forms of industrial relations, in the relation of the church to industrial conflict, in contract labor in prisons, and in unemployment are now in progress; and a study of the rural credit situation has been authorized. Close contacts are maintained with the American Sociological Society (which now has a section on the sociology of religion), the Institute for Social and Religious Research, and other learned and research organizations.

23. FOREIGN POLICY ASSOCIATION.

18 East 41st St., New York City. Christina Merriman, secretary.

A League of Free Nations Association, founded in New York in 1918 to stimulate interest in and support for a democratic league of nations, gradually developed into an objective educational body deal-

ing with concrete questions of foreign policy, and in 1921 was rechristened the Foreign Policy Association. The organization now has a membership of about eight thousand, resident in forty-two states and eighteen foreign countries, and maintains some sixteen branch organizations in leading cities. Its program is essentially educational: "to promote discussion of our foreign relations; to make more Americans see our stake in international affairs; to urge upon them the necessity of founding their convictions upon information, not prejudice or propaganda; to bring home to them that the astounding growth in international trade and communications has resulted in making the world a smaller unit in which the interests of one nation are, for good or ill, bound up in the interests of all—a world in which talk of isolation is academic and unreal." The organization is non-partisan, with "no interest to serve, no formula to impose"; although in its attitude toward foreign affairs it may be broadly classified as liberal and progressive. Its activities, though all contributing to a single object as defined above, are three-fold: (1) discussion, which is carried on mainly in connection with frequent and largely-attended luncheons; (2) information, which is supplied to members and other subscribers through the medium of a weekly news bulletin and an "information service" (established in 1925), issuing fortnightly surveys of selected international topics; and (3) research, under the direction of a research department inaugurated in September, 1925.

The research department was made possible by an initial gift of \$16,500 by Mr. John D. Rockefeller, Jr., who in 1927 contributed \$60,000 additional for use during the ensuing three years. The department is charged, first, with research in the academic sense—that is, with the study of contemporary international questions from the point of view of the objective scholar—and, second, with publishing the results of such research in a form both interesting and intelligible to the non-specialist. Under the general direction of Professor E. M. Earle, of Columbia University, the department has been organized in eight sections (international economics and finance, Western Europe, Central Europe, Russia, the Near East, the Far East, international drug control, and international organization), each in charge of an expert. It is this staff, with necessary assistance, that prepares the bi-weekly "information service" reports; and in addition it publishes occasional larger studies in pamphlet form, e.g., a survey of political trends in the Near East in 1925 and a study, by Savel Zimand, of state capitalism in Russia, both published in 1926.

Three special studies in international finance were published early in 1927. The department also serves as a fact-finding agency for other organizations, such as the American Federation of Labor and the National League of Women Voters. Data have been gathered, too, for members of the United States Senate.

The program for 1927-28 contemplates publication of a fortnightly summary of international affairs, preparation of bibliographies and syllabi, and the launching (if means can be obtained) of an intensive study of the international problem of raw materials. So rapidly, indeed, is the work of the department developing that a full-time director of research has been engaged, in the person of Dr. R. L. Buell, formerly of Harvard University. The budget for the department has risen to \$75,000.

The Association maintains also an opium research committee, closely allied with, but not directly under, the research department. This committee has carried on an extensive investigation of opium-smoking in the Far East, and has established important contacts with the opium committee of the League of Nations.

24. HARMON FOUNDATION.

140 Nassau St., New York City. Mary B. Brady, acting director.

This organization was incorporated in 1922 and is interested primarily in promoting the application of business methods in educational, community, and philanthropic work. There is a division of social research and experimentation, whose work is, however, only now being definitely planned. Material is being collected on the acquisition of play land throughout the United States as part of the effort being made to arouse public interest in the playground movement; and an extensive survey of student loan administration as conducted by colleges and universities, churches, fraternal organizations, clubs, individuals, etc., is in progress.

25. INDUSTRIAL RELATIONS COUNSELORS, INC.

165 Broadway, New York City. Arthur H. Young, industrial relations counsel.

Established on May 1, 1926, this organization superseded the industrial relations staff of Messrs. Curtis, Fosdick, and Belknap, which began work on January 1, 1922. Its functions are two-fold—first, research in the general field of human relations in industry, which is entirely underwritten by Mr. John D. Rockefeller, Jr.; and second, consulting service, principally for industrial corporations.

The staff numbers twenty. The research department undertakes projects, primary and secondary in character, and subject studies of a more general kind; maintains an information service on activities in the field of industrial relations and personnel administration; and cooperates with other research organizations. The principal studies thus far carried out have had to do with employee stock ownership, profit-sharing, industrial pensions, and vacations with pay for industrial workers, the last-mentioned involving two years of research, including a field investigation in the United States and Europe. The industry surveys of the service department aim at a complete analysis of human relations in all branches of the client company or industry, including such subjects as wages and hours, employment procedure, organization and administration, and accident prevention. The objective of such surveys is "the organization of human relationships upon a basis of assured permanence."

26. INSTITUTE OF CURRENT WORLD AFFAIRS.

522 Fifth Ave., New York City. Walter S. Rogers, director.

The idea back of this unique organization grew out of the experiences of Mr. Charles R. Crane as a world-wide traveler and observer and of the director in the world-wide collection and distribution of news. It is, in brief, to build up a small corps of specially qualified men to carry on, from vantage points in all continents, a continuous survey of political and economic affairs of special significance and to make the widest possible use of their knowledge and experience by means of books, articles, lectures, participation in conferences, and, especially, personal contact with people holding key positions. A beginning has been made, and a few men are now in the field. It is planned, however, to proceed slowly, letting the scheme take definite shape as experience grows. Only first-class observers are to be taken on, the kind of men capable of winning top-notch positions in engineering, law, or medicine; and they are expected to enter upon the career for life. The Institute has some endowment, but intends eventually to meet a considerable portion of its expenses by selling its services to educational institutions, banks, business establishments, and individual scholars and men of affairs. The work will not be research, in the sense of investigations organized in relation to closely defined projects. Nevertheless, its expert and scholarly character clearly brings it within the purview of the present somewhat expansive enumeration.

27. JEWISH CHARITIES OF CHICAGO.

Central Administration Building, 1800 Selden Street, Chicago, Ill. Louis M. Cahn, chairman of research bureau.

The research bureau of this organization was established about 1915 as a social service exchange for the Jewish charitable and philanthropic institutions of Chicago. It is supported by the Jewish Federation, and is conducted by a committee of the Jewish Charities appointed yearly by the president. It is interested primarily in gathering information on the needs of the Jewish community, and during the past five years has made studies of health, hospital, and recreational needs of this community and of children connected with the Jewish children's agencies of the community, together with smaller intensive studies covering the type of work done in local Jewish institutions. Investigations now under way have to do with the problem of the aged Jews of Chicago and that of convalescent care in the Jewish community.

28. JUDGE BAKER FOUNDATION.

40 Court St., Boston, Mass. William Healy and Augusta F. Browner, directors.

Established in 1917 for study of the conduct, personality, and educational problems of children and young people, this institution serves both as a research center and as a place for the training of psychiatrists and psychologists. Its directors, who at one time carried on their work in Chicago, have published a series of case studies, a manual of mental tests, and a volume entitled "Delinquents and Criminals, Their Making and Unmaking," and have in preparation a study of the results of placing out "problem children." Other bits of research work are in progress; and at the end of the ten-year period the institution is looking forward to renewal of the modest subscriptions which have thus far enabled it to exist.

29. NATIONAL ASSOCIATION FOR THE ADVANCEMENT OF COLORED PEOPLE.

69 Fifth Ave., New York City. W. E. Burghardt Du Bois, director of research.

Research projects having to do with aspects of race problems and the relations between whites and negroes in the United States have been carried on since 1909. No regular research funds have been provided, but the director of research made investigations of condi-

tions involved in the riot at East St. Louis and, after the armistice, of the situation of negro soldiers and alleged discrimination against negro officers in France. Studies have also been made in the history of negro troops during the World War. Of late, studies of negro common schools in the South have been in progress, aided by a subvention of \$5,000 in 1925 from the American Fund for Public Service.

30. NATIONAL ASSOCIATION OF REAL ESTATE BOARDS.

310 South Michigan Avenue, Chicago, Ill. Ernest M. Fisher, director of department of education and research.

Established in 1908 as an organization of real estate boards, this Association has for its objects the conservation and development of real estate, improvement of the real estate business through the enforcement of a national code of ethics, and the collection and dissemination of information concerning all phases of the business. There is an executive committee, an advisory board, a board of directors, and a staff of executive officers, financial support being derived chiefly from an assessment levied upon constituent boards. The Association's work is carried on largely through several divisions—(1) brokers, (2) home builders and subdividers, (3) mortgage and finance, (4) property management, (5) industrial property, (6) farm lands, (7) coöperative apartment, and (8) realtor secretaries—each of which conducts investigations and makes reports. A publication entitled "Officers, Committees, and Division Research Topics for 1926" contains a list of several hundred research topics that have been taken in hand by individual investigators, covering almost every conceivable phase and problem of real estate business and economics. Many of these inquiries aim only at assembling information of value for business purposes, but some seem worthy of being regarded as research projects in the strict sense. With the coöperation of local boards, the Association is making periodical surveys of the number of business vacancies and housing vacancies, the rental market, the facilities available for financing homes, and the condition of the mortgage money market. Two other substantial investigations carried on in the past four or five years are (1) the collection of statistics covering the number of transfers and conveyances recorded in the chief American cities from month to month since 1916, and the compilation from this material of an index of the real estate market, and (2) a study of market investments of life insurance companies showing the returns received.

31. NATIONAL BOARD OF THE YOUNG WOMEN'S CHRISTIAN ASSOCIATIONS.

600 Lexington Avenue, New York City. Margaret E. Burton, executive of the division of education and research.

Through its education and research division, established in 1920, this Board carries on continuous studies in the life of women today, with a view to applying the results in other departments or branches of the Board's work. The Board is financed in part by quotas paid by local associations, in part by gifts, and in part by income-producing activities. A special gift to the Rural Communities Department, covering three years, has made possible a number of studies of factors relating to the development of the Association in small towns and country communities, e.g., how the size and form of the organizational and program unit for rural work may be determined (including a study of town-rural relations); how the giving power and giving habits of rural communities can be ascertained (including an analysis of the attitudes of rural people toward social financing); the effect of subsidization on social institutions in small industrial communities; the place of the Association's girls' club movement in rural America; methods of adult education for world citizenship; and adjustments of the young college girl to the country community to which she goes as a teacher. Local and district associations are working with the national organization on these studies, and in each case there are arrangements for collaboration by sociologists, economists, or educators. Reports will be made public early in 1928.

32. NATIONAL CATHOLIC WELFARE CONFERENCE.

1312 Massachusetts Ave., N. W., Washington, D. C. John A. Ryan, director of department of social action.

This organization grew out of the National Catholic War Council (created in 1918), and was formally established at a conference held in Washington in 1919. It is supported in the main by contributions from eighty-five or ninety coöperating bishops throughout the country, which means all except ten or twelve. The work of the Council covers all phases of social, educational, and spiritual welfare, but the principal interests are education and social service. In the department of social action are a rural life bureau, which investigates rural problems, and a bureau of immigration, which conducts extensive immigrant aid work. During the past four years this department has carried on a study of housing of working girls, has made various diocesan surveys

of charities (e.g., in Des Moines, Iowa, and Newark, New Jersey), and has assembled materials on the subject of child-caring institutions. A study has been made of immigrants on the farm and of the literature of the various nationalities in America. The Washington office has engaged in researches on industrial relations, including an investigation (in connection with the Federal Council of Churches) of the Western Maryland railroad strike, and the rural life bureau has been making studies of the relation of the church to rural life. The plans of the department of social action provide for continuation of the study of civic education and of immigration, diocesan surveys of charities, and special studies pertaining to social welfare.

33. NATIONAL CHILD LABOR COMMITTEE.

215 Fourth Ave., New York City. Wiley H. Swift, acting secretary.

This committee was organized in 1904 and incorporated by act of Congress approved February 21, 1907, with fifteen prominent social workers and public-spirited citizens as trustees. Its purpose is to promote the welfare of society with respect to the employment of children in gainful occupations by investigating and reporting the facts concerning child labor and by assisting in the enactment and enforcement of suitable legislation to protect children from injudicious employment. The Committee is supported entirely by voluntary contributions from its members and by gifts and bequests. Under the immediate direction of the general secretary, the work is carried on in departments of research, field investigation, legislation, and public information. The present staff numbers nineteen. While all of the work can be included under the general head of education, the enlightenment of members of state legislatures, and of the public generally, requires that the facts as to the employment of children and the harmful effects of such employment be carefully gathered, tabulated, and put in form for use. The Committee therefore undertakes research on child labor as related to public education, public health, juvenile courts, and world-wide legislation for child protection. Reports published during the past five years have dealt with enforcement of the child labor law in Kentucky; school attendance of children fourteen and fifteen years of age in Virginia in 1925; Denver and farm labor families; children working on farms in western Colorado; child labor among cotton growers of Texas; children working in the sugar beet fields of Michigan; and child welfare in Virginia and Tennessee. The Committee also publishes a monthly magazine, *The American Child*.

34. NATIONAL CHILD WELFARE ASSOCIATION.

Educational Building, 70 Fifth Avenue, New York City. Charles F. Powlinson, general secretary.

Organized on a national basis in 1913 and incorporated two years later, with a notable list of public-spirited men and women as founders, this Association interests itself in all phases of child well-being and carries on work aimed primarily at education of the public on the subject. It is supported by gifts of interested persons, supplemented by income from the sale of educational posters and other materials. The staff supervises field work, organizes exhibits, participates in educational and welfare conventions, and occasionally undertakes limited investigations germane to the purposes for which the Association exists. The budget of the research department (in charge of a research secretary) in 1925 amounted to \$2,197.

35. NATIONAL COMMITTEE FOR MENTAL HYGIENE.

370 Seventh Avenue, New York City. Clifford W. Beers, secretary.

Organized in 1909 to work for the conservation of mental health, the reduction and prevention of nervous disorders and defects, the improved care and treatment of persons suffering from mental diseases, and the acquisition and dissemination of reliable information on these subjects and on mental factors involved in the problems of education, industry, delinquency, and dependency, this committee has a membership composed principally of psychiatrists, neurologists, educators, judges, lawyers, clergymen, social workers, and leaders in similar fields of endeavor. It is financed partly by grants from the Rockefeller Foundation, the Commonwealth Fund, the Altman Foundation, and the Milbank Memorial Fund, and partly by individual contributions. The Committee conducts researches on the nature and causes of nervous and mental diseases and defects, makes surveys and studies of mental hygiene problems, applies the knowledge gained to education and the promotion of beneficial legislation, encourages scientific social work, and establishes child-guidance and other mental hygiene clinics. In the past five years administrative child-guidance clinics have been organized in eight large cities; the mental and physical status of prisoners has been investigated in twenty-four jails and penitentiaries in New York State; a survey to determine the extent of mental health needs in Staten Island has been made; and similar surveys have been carried out in several states. Another important research activity aims at promoting

the use of a system of uniform statistics in institutions for mental diseases, mental deficiency, and epilepsy. At present, an effort is being made, in coöperation with the U. S. Census Bureau, to bring about annual, rather than decennial, collection of data pertaining to the mentally sick in institutions.

36. NATIONAL COMMITTEE ON PRISONS AND PRISON LABOR.

4 West 57th Street, New York City. E. Stagg Whitin, executive director.

This committee was established in 1909 to study problems of labor in prisons, with a view to encouraging the abolition of the contract system of convict labor and to developing improved types of industries for prisons. The organization is supported by voluntary contributions and by dues from a membership approximating three thousand. Disbursements in 1925 amounted to about \$47,000. The Committee is guiding the nation-wide movement for the production in prisons of commodities for consumption in state institutions and departments. In 1921-22 a survey was made of the market for prison products in the different states, resulting in a plan of allocating industries to prisons in different states and interchanging their surplus products. Twenty-five states have expressed approval of this plan. Experimental work is in progress in Pennsylvania, in coöperation with committees appointed by the governor to work out methods of instruction of inmate workmen, of paying wages, and of marketing products. A special study, supported by a grant from the Bureau of Hygiene and engaging five workers, is also now going on, with a view to determining what industries are suitable for delinquent women and girls, and the methods of selecting and training inmates for this work.

37. NATIONAL COMMUNITY CENTER ASSOCIATION.

503 Kent Hall, Columbia University, New York City. Leroy E. Bowman, secretary-editor.

This association, organized in 1917, continues work begun in 1911 by the First National Conference of Civic and Social Center Development. Its general purpose is to obtain and make known facts about community centers, community houses, neighborhood associations, community councils, and civic associations of a comprehensive nature. It fosters local and district conferences and conducts an annual national conference. Besides the executive officers and editorial board, the present organization consists of various committees composed of well-known sociologists and others. Finan-

cial resources, consisting only of a few hundred dollars in membership dues and a similar amount contributed by individuals, are scant. The only piece of research work undertaken has been a survey of community centers in public schools throughout the country, made by Mrs. Eleanor T. Glueck under the direction of Professor James Ford of Harvard University. The results will appear in a "Gazette of Community Centers," issued by the U. S. Bureau of Education, and in a volume containing a history and description of community centers, together with digests and analyses of state laws bearing on the subject. Much desire has been expressed for, and some effort made toward, a census of community organizations, but there is no present promise that this need will be met.

38. NATIONAL CONFERENCE ON STATE PARKS.

Union Trust Building, Washington, D. C. Beatrice M. Ward, secretary-treasurer.

This organization was set up in 1921 for the purpose of urging upon national, state, and county governments, and upon individuals, the desirability of acquiring land and water areas suitable for public parks, forests, and preserves within easy access of the people. At the request of the National Conference on Outdoor Recreation, and with the aid of grants from the Laura Spelman Rockefeller Memorial Foundation, a survey has recently been made by the field secretary, Mr. R. H. Torrey, covering the extent, nature, recreational facilities, administration, and present and prospective service of all state parks and forests and areas of equivalent status and use, and also the lands and funds available or in prospect for additions to them. The report, published in 1926, bears the title "State Parks and Recreational Uses of State Forests in the United States."

39. NATIONAL COUNCIL OF THE YOUNG MEN'S CHRISTIAN ASSOCIATIONS.

347 Madison Avenue, New York City. John R. Mott, general secretary.

When the Young Men's Christian Association was reorganized in 1924-25 a division of program, research, and survey was established. The director of research and survey is a technical expert who advises all of the other staff members concerning the conduct of investigations. He has a budget of \$10,000, including his own salary. In addition to what this provides, he utilizes in research projects about five thousand man-hours of the time of other members of the employed staff. The support of all these workers comes

from voluntary contributions. Special grants are made to test-makers and statisticians in connection with particular enterprises. The research work of the division is naturally concerned with problems which bear upon the work of the Association. Many of these are educational, involving studies of curriculum material and administrative methods; some are psychological; others are sociological, as for example the measurement and predictability of the growth of a community with a view to developing a building program. Problems at present under investigation include the development of tests of religious growth; the changes in knowledge and attitudes which take place in summer camps for boys; the relative effects of speeches and of group discussions; results of various forms of promotion as reflected in the types of members secured; development of tests and rating schemes which will predict success and failure in the Association secretaryship; the advantages and disadvantages of the county unit for administration and supervision; and relations between the Y. M. C. A. and the churches in towns of from five thousand to twenty-five thousand population.

40. NATIONAL EDUCATION ASSOCIATION, RESEARCH DIVISION.

1201 Sixteenth Street, N. W., Washington, D. C. John K. Norton, director.

This Association was established in 1857 by persons interested in the promotion of education. The American Normal School Association and the National Superintendents Association were affiliated with it in 1870, and in July, 1920, the organization was reconstructed under a plan which gives the teachers of the country an active voice in shaping its policies. The membership has grown from 10,000 in 1918 to over 150,000 in 1927. The main sources of income are membership and affiliation dues, interest on permanent funds, commercial exhibits, and advertising. The work of the Association is carried on by an executive committee, a board of trustees, a representative assembly, a corps of divisional directors, standing and special committees, and the headquarters' staff. The Division of Research was established March 1, 1922, to provide an agency for assembling data bearing upon outstanding problems peculiar to the teaching profession. The present personnel consists of sixteen persons, organized (aside from the director and assistant director) in a statistical unit, a correspondence unit, and a library staff; and financial support is derived from a modest budget allotted by the Association. The Division collects and disseminates information on

the financing of public education, the school curriculum, teachers' salaries, tenure, retirement, and other school problems. It assembles the published studies of bureaus of educational research throughout the country, and functions as an information service and clearing house for the Association's departments and committees, and for affiliated organizations and individual members. Recent research enterprises in which it has engaged include a comprehensive study of salaries in public schools, the collection and analysis of outstanding research studies in each of the subjects in the elementary school curriculum, and a special investigation bearing upon the question of the proper relationship of the federal government to education. Studies contemplated for 1926-27 included questions pertaining to school finance, teachers' retirement allowances, teachers' salaries, and the status of the teaching profession. Special investigations are sometimes undertaken at the request of individual school systems, and at their expense. The second, third, and fourth year-books of the Department of Superintendence contain the results of the Division's work in this field during the past three or four years. A research bulletin, published by the Division five times a year, also contains results of special studies of educational problems.

41. NATIONAL FEDERATION OF SETTLEMENTS.

20 Union Park, Boston, Mass. Albert J. Kennedy, secretary.

Established in 1911 to carry on research partly in the organization and administration aspects of settlement work and partly in those social conditions which constitute the major interests and problems of the ten city federations of settlements which constitute the membership, this organization is financed in part out of current funds, but chiefly by means of special grants from foundations and individuals, solicited for particular undertakings. The secretary acts as general supervisor of research projects and carries on certain of them, although most of the investigations are made by persons specially engaged. Studies completed and published during the past five years have had to do with music schools and settlement music departments; music, youth, and opportunity; settlement finance; and the administration and activities of Chicago settlements. A study of drawing, modeling, and handwork in settlements is now in progress, and money is being raised for an inquiry into the results of prohibition in settlement neighborhoods. A survey of dramatic work carried on in settlement houses is also planned for the near future.

42. NATIONAL HOUSING ASSOCIATION.

105 East 22nd Street, New York City. Lawrence Veiller, secretary and director.

This organization was established in 1910 for the purpose of improving urban and suburban housing conditions, bringing home to every community the importance of proper housing, encouraging the formation of housing associations where they do not exist, aiding in the enactment and enforcement of laws preventing the erection of unfit types of dwellings, training and equipping workers for housing reform work, and studying in various cities the causes of the drift of population into the cities and the methods by which the migrants may be distributed over larger areas. The Association is supported to some extent by membership fees and proceeds of the sale of publications, but mainly by a subvention from the Russell Sage Foundation. Research is only an incidental activity; there is no distinct research staff, and no specific projects are in hand at present. The Association serves, however, as a center of information on the subject of housing for the United States and publishes not only an authoritative journal, *Housing Betterment*, but also an annual volume containing the proceedings at the annual Housing Conference.

43. NATIONAL INDUSTRIAL CONFERENCE BOARD.

247 Park Ave., New York City. J. H. Friedel, secretary.

This board was organized in May, 1916, "to provide a bureau of scientific research, a clearing house of information, a forum for discussion, and the means whereby coöperative action may be taken on matters that vitally affect the industrial development of the country and all engaged in industry." Among more specific objects are "to make impartial investigations in the field of industrial economics, and to coöperate to this end with individuals, institutions, associations, and agencies of government," and to make the results of research and collective experience available to governmental agencies when industrial and economic legislation and policies are being formulated, in an endeavor to secure sympathetic consideration of the Board's views and opinions. The Board is composed of business executives delegated by affiliated national and state industrial associations as well as bureaus of the national government, and augmented by specially chosen leaders in the country's economic life as members

at large. There are twenty-seven of the national and local associations (including such organizations as the National Association of Manufacturers, the National Association of Cotton Manufacturers, the American Electric Railway Association, and the Illinois Manufacturers Association), and four bureaus of the War and Navy departments participate. The Board is maintained, and all of its undertakings are financed, by voluntary contributions from individuals and organizations interested in its work. Naturally, most of the support comes from business executives. The entire staff consists of from seventy to ninety persons. Of these, ordinarily about thirty—including economists, statisticians, and engineers—are engaged in gathering and analyzing data.

In the ten years since its formation the Board has published 115 "research reports," 35 "special reports," and numerous monographs on subjects of current interest. It has also issued many bulletins and charts, and has arranged national conferences on such topics as taxation and immigration. Subjects on which reports, singly or in series, have been issued include wages, hours, and employment in American manufacturing industries; hours of work as related to output and to the health of workers; the employment of young persons; unemployment and unemployment insurance; cost of living in various periods; family budgets; immigration; trade associations; legal restrictions on hours of work; government control of competitive practices; the railroad situation and proposed consolidation; inter-allied debts; tax burdens and public expenditures; the tax problem in Wisconsin and in West Virginia; works councils in the United States; conciliation and arbitration; problems of labor and industry in Great Britain, France, Germany, and other foreign countries; cost of government in the United States; etc.

Studies announced as being in progress in 1926 dealt with the agricultural problem in the United States; distribution of taxation in 1925; effects of taxation; food supply and population; systems of wage payment; experience with minimum wage legislation; seasonal fluctuations in employment; engineering education and American industry; health supervision of employees; supplementary bonuses in American industry; experience with group insurance; interpretation and administration of industrial relations policies; and cost of living in foreign countries.

The National Industrial Conference Board is one of the largest, most liberally supported, and most active agencies of social investi-

gation in the United States. It has done useful work. Founded, however, expressly as a means of amassing data with which to meet the rising demand for industrial regulation and control by public authority, and maintained exclusively by persons and associations having large pecuniary interests at stake, its research activities are often charged with being more or less *ex parte* rather than disinterested and purely scientific. Able investigators are employed, and their honesty need not be impugned. The main difficulty is that the way in which they have gathered and prepared their data is frequently not disclosed; and impartial students will commonly feel better satisfied if the results as presented can be checked up from other sources.

44. NATIONAL INFORMATION BUREAU, INC.

1 Madison Avenue, New York City. Winifred C. Putnam, assistant director.

This non-profit organization seeks to promote the standardization of social, civic, and philanthropic work and to protect the contributing public by systematic investigation of and reporting on the worth of charitable organizations claiming to have a national scope of operation. Its annual budget is met through membership dues and voluntary contributions. The Bureau carries on such inquiries as enable it to inform the contributing public concerning philanthropic agencies which do or do not meet reasonable standards of administration, responsibility, and effectiveness. It has also studied national philanthropic organizations for the purpose of helping them discharge their responsibilities with greater efficiency and in order to determine what degree of duplication exists in their work. A bulletin of agencies complying with minimum standards of responsibility is issued periodically, and more than two thousand confidential reports are made to members every year relating to solicited or contemplated benefactions.

45. NATIONAL LEAGUE OF WOMEN VOTERS.

532 Seventeenth Street, N. W., Washington, D. C. Gladys Harrison, executive secretary.

This organization was formed on a national scale in Chicago in 1920 for the purpose of promoting the political education of women, with particular reference to their preparation for participation in elections. The budget (\$137,000 in 1926) is raised by quotas from

the affiliated state leagues and from personal contributions. The League's program of work, composed of recommendations for study and for legislation, is divided into three main branches, i.e., efficiency in government, public work in government, and international co-operation to prevent war. The primary responsibility of the officers is to compile information on these subjects and make it readily accessible to women voters. Research is merely an incidental activity. Publications which involved a certain amount of research, however, are: "Federal Aid to the States," by Dorothy Kirchwey Brown, and "A Survey of the Legal Status of Women in the Forty-Eight States," by Esther E. Dunshee and Elizabeth Perry.

46. NATIONAL POPULAR GOVERNMENT LEAGUE.

637 Munsey Building, Washington, D. C. Judson King, director.

Established in 1913 as a "permanent central organization to promote constitutional and legislative measures which will democratize our political machinery and establish the control of government by the people," this voluntary association of public-minded citizens has stood specifically for effective forms of corrupt practices acts, laws assuring general publicity regarding campaign funds, extension of the commissioner-manager plan of city government under popular control, the initiative, referendum, and recall, and new methods of publicity upon public issues. A budget of approximately \$10,000 a year is derived wholly from membership fees and voluntary contributions by members and friends. The total membership is about two thousand. A bureau of information, maintained at the Washington headquarters, has what is undoubtedly the most extensive and scientific collection of material on the initiative and referendum in the world. During the past four years the director has been carrying on a personal field investigation of the practical workings of the initiative and referendum in the eighteen states which now employ these instrumentalities of direct democracy. The results will presently be published in a volume probably to be entitled "Workings of the Initiative and Referendum in the American States." The technique employed involves not only the collection of the ordinary official data reported by secretaries of state, but the gathering of information which is far more important, e.g., the names and character of the organizations or individuals responsible for initiative or referendum petitions; the economic, social, and political character of, and the methods used by, the forces which favor or oppose individual meas-

ures in the campaigns preceding the elections; and the practical results of the measures which have been adopted through the initiative or referendum process. From this data, much of which is nowhere in print, together with the official data, deductions may be made as to the success or failure of the initiative and the referendum, and the reasons therefor. Some conclusions also may be deduced as to the best form for drafting measures.

47. NATIONAL PROBATION ASSOCIATION.

370 Seventh Avenue, New York City. Charles L. Chute, general secretary.

Established in 1907 and incorporated in 1921, this association includes in its membership approximately five thousand probation officers, judges, and other citizens who are interested in developing and improving probation and social court work. In addition to assistance from two foundations, the organization is supported by membership dues and small private contributions. The staff consists of a general secretary, an assistant or office secretary, and three field secretaries. The Association has advanced probation conditions in many states by drafting and securing the enactment of needed laws. It has studied many court systems, conducted city and state surveys, organized active local committees and state branches, published helpful literature, and served as a clearing house of information. No research department has as yet been developed, and research work thus far has been rather sporadic. The Association has, however, compiled and analyzed the probation laws of the country, both juvenile-court and adult-probation law. It has collected and studied statistics and information on probation work, blank forms and records used in juvenile courts and probation offices, and the printed annual reports of courts and probation officers, as well as many other reports and much special literature bearing on probation work in the United States and other countries. The results of such research as the Association undertakes appear chiefly in an annual volume of *Proceedings* and a bi-monthly bulletin.

48. NATIONAL SAFETY COUNCIL.

108 East Ohio Street, Chicago, Ill. W. H. Cameron, managing director.

Established subsequent to the 1912 convention of the American Association of Iron and Steel Electrical Engineers, as a bureau of information on all phases of accident prevention, this Council holds an annual convention, organizes community safety councils,

and conducts some research. Its activities are supported by annual dues of some 4,500 members and by contributions from the National Bureau of Casualty and Surety Underwriters. The staff numbers sixty-two, of which six might be termed "safety engineers." Sixteen research projects were in charge of voluntary committees in 1926, having to do principally with safe methods of operating machinery in different industries, in handling tank cars, in automotive transportation, and in handling barrels and cases, together with studies in first aid. The Council sponsors a number of safety codes and cooperates with the American Engineering Standards Committee in its safety code program.

49. NATIONAL TUBERCULOSIS ASSOCIATION.

370 Seventh Ave., New York City. Linsly R. Williams, managing director.

This is a voluntary organization of physicians, laymen, and associations formed in 1904 to develop ways and means of studying, controlling, treating, and preventing tuberculosis. It is primarily a service agency for the state associations, and through them for the local associations in all parts of the country. The Association is supported mainly by five per cent of the gross proceeds of the Christmas seal sale, by membership fees, and by occasional donations. It had a budget in 1926 of \$278,800. The features of its work that have been emphasized most are the adoption by health departments of various procedures for the notification and supervision of persons afflicted with tuberculosis, the construction and maintenance of institutions for the care of patients and for the prevention of tuberculosis, the instruction of the public in methods of avoiding and curing the disease, and the intensive study of methods to be employed in prevention and treatment. Practically all of the research work done is in medicine and hygiene and is concerned with the growth of the tubercle bacillus and with the reaction of the body cells to that growth. There is an active medical research committee which subsidizes investigations carried on in various university and other laboratories and also makes small grants in aid of publication. Much more money than is now available could, however, be used in these ways; and lack of funds has thus far prevented the setting up of a permanent committee on social research which has been planned and is urgently needed. A study was recently made of the adequacy of present reporting of tuberculosis and the proportion of advanced and early cases admitted to hospitals and sanatoria compared with ten years ago.

50. NATIONAL URBAN LEAGUE.

Greenwich House, 27 Barrow St., New York City. Eugene K. Jones, executive secretary.

This league was organized in 1911 with a view to social service among negro populations in the cities of the United States. Besides the national office, there are forty-two local leagues, of which twenty-six have offices and staffs. In addition to the executive secretary and his staff at the central office, there is a department of industrial relations and also a research department which conduct surveys of negro populations in cities and undertakes studies dealing with industry, race relations, health, housing, and emigration. During the past few years surveys have been made in Hartford, Waterbury, Buffalo, Flushing, L. I., Trenton, Plainfield, N. J., Milwaukee, Springfield, Ill., and Baltimore. The League plans to make (1) a nation-wide study of the relations of negroes with labor unions, including a numerical tabulation of all negro members, and covering sentiment pertaining to negro membership and the negro's reaction to organized labor; (2) a documentary study of negro migrations from South to North, beginning in 1918, including the causes of migration, the influence of labor agents and propaganda, etc.; (3) a study of public opinion in race relations; (4) an investigation of the causes of delinquency among negro children in New York City; and (5) surveys of the conditions of negro populations in various northern cities.

51. NATIONAL WOMEN'S TRADE UNION LEAGUE OF AMERICA.

311 S. Ashland Boulevard, Chicago, Ill. Elizabeth Christman, secretary-treasurer.

Organized in 1903 during a convention of the American Federation of Labor, this league is a federation of trade unions containing women members and has as its object the farther organizing of women into trade unions. The annual budget is raised from contributions from individuals and from unions, affiliation fees from national and international unions, and membership fees. Some research has been done by a committee of experienced trade union organizers and technicians on phases of organization methods and technique. The tenth biennial convention held at Kansas City in 1925 voted to devote special attention to women in industry in the South, preliminary studies of the existing situation being followed by an educational campaign.

52. NEW ENGLAND RESEARCH COUNCIL ON MARKETING AND FOOD SUPPLY.

408 Atlantic Avenue, Boston, Mass. Jesse W. Tapp, executive secretary.

This agency was organized in 1922 for the purpose of stimulating and coördinating studies of the production, marketing, and consumption of agricultural products in New England. The membership consists of the agricultural experiment stations and the state departments of agriculture in New England, together with the bureau of agricultural economics of the U. S. Department of Agriculture. The Council is simply a coördinating agency and has no funds for research independent of that carried on by the several members. An executive secretary (paid by the Department of Agriculture) and a field assistant maintain the central office, keep records of the different research projects undertaken, and act in an advisory capacity in the coördination and development of new projects. A preliminary study of the New England dairy industry was completed in 1924, and further studies of this subject are now being made. A study of the apple industry and a preliminary investigation of the live broiler industry are also in progress. A statistical description of the agriculture of New England is being worked out by four of the states, utilizing the town census data collected in 1925.

53. NEW YORK ACADEMY OF MEDICINE, COMMITTEE ON PUBLIC HEALTH RELATIONS.

Fifth Ave. and 103rd St., New York City. E. H. L. Corwin, executive secretary.

Almost from its beginning, the Academy of Medicine has conceived of the promotion of public health as being one of its principal functions, and since 1852 it has regularly maintained some sort of a committee on the subject. The present committee on public health relations, consisting of thirty physicians and surgeons, all associated with medical schools, dates from 1911, and its purposes are (among others) to maintain a bureau for the collection of facts in regard to public health, sanitation, and hygiene; to keep the medical profession advised of current public health conditions; to undertake and suggest special researches looking to the solution of vital public health problems, such as investigation of industrial diseases, etc.; to utilize facts obtained by the study of public health and hospital conditions for practical application in the preparation of the annual municipal budget; and to undertake comparative studies of

hospital and dispensary conditions in other cities, both in the United States and abroad. "Rarely," says a recent report of the executive secretary, "has a written program been more faithfully carried out"; and much of the work that is done has large sociological, statistical, and economic interest. The committee's financial resources come from the Academy itself and also from individuals and foundations interested in public health research, notably the Rockefeller Foundation and the Commonwealth Fund. The regular staff is small, but when special investigations are undertaken the number of workers is suitably enlarged.

54. NEW YORK SCHOOL OF SOCIAL WORK.

105 East 22nd St., New York City. Porter R. Lee, director.

From an initial enrollment of thirty, this school has increased its student body to over four hundred in the somewhat more than a quarter-century of its existence. Its graduates—more than six thousand in all—have taken important positions throughout the country in social and philanthropic activities. It is primarily a teaching institution, but in connection with teaching, and as a means of accumulating material necessary for instruction, the staff engages in social research of an original and important character. In both teaching and research, the School coöperates with Columbia, Yale, and New York University. A campaign for an endowment fund of two million dollars was started in 1926.

55. PLAYGROUND AND RECREATION ASSOCIATION OF AMERICA.

353 Fourth Ave., New York City. H. S. Braucher, secretary.

This association was organized in 1906 to aid communities, through conferences and correspondence, in establishing year-round municipal recreation systems and is supported by contributions of individuals interested in the recreation movement. A community service department "builds citizenship" through helping local communities to work out their leisure time programs, and a physical education service coöperates with the U. S. Bureau of Education and thirty-five national organizations in obtaining progressive legislation for physical education. Studies in progress in 1926 included an intensive survey of recreation in municipal and county parks (in collaboration with the American Institute of Park Executives) and an inquiry into the extent to which playground space is set aside in real estate subdivisions.

56. RAND SCHOOL OF SOCIAL SCIENCE, LABOR RESEARCH DEPARTMENT.

7 East 15th St., New York City. Solon DeLeon, director.

The Rand School of Social Science, the first workers' educational institution in the United States, was founded in 1906, mainly with money left for the purpose by Mrs. Carrie D. Rand. The School set out with lecture courses in economics, sociology, history, anthropology, and public speaking, aiming to provide its students with a background for the understanding of socialism. In 1911 a full-time training course was begun for men and women desiring to prepare themselves for activity in the socialist and trade union movements; and in 1913 correspondence courses were started, though these have since been dropped. In 1926-27 there were approximately one thousand students and attendants at lectures.

A labor research department was opened in 1915 to study labor questions and to provide information for trade unionists, socialist writers and speakers, and students of the labor problem. Field studies of the cost of living were instituted, the results being used by the New York printers and other unions in wage negotiations; and in 1916 the new department issued the first American Labor Year-Book, beginning a series which now includes eight volumes. These year-books, of which the latest was published in 1927, aim to give condensed information on labor conditions, and to present the record of the preceding twelvemonth in trade unionism, strikes and lockouts, labor politics, labor legislation, court decisions affecting labor, civil liberties, labor banking, public ownership, coöperation, international labor relations, labor abroad, and new books on labor subjects.

The first American Labor Who's Who, containing biographical notes on about 1,300 prominent figures in the American labor movement and 300 abroad, was brought out by the department in 1925. The same year saw the issuance of the first American Labor Press Directory, listing about 600 papers. In December, 1926, a monthly Index to Labor Periodicals was begun. The Index lists the most significant articles appearing in some forty-five leading American labor papers and a few in other English-speaking countries.

In addition to its publication work, the department maintains a collection of industrial research material, including reference works, reports, pamphlets, periodicals, and clippings. It keeps on file practically all of the important trade union and labor political magazines and papers issued in this country, and many from abroad. Its

reading room is constantly in use by trade unionists and other students of labor. The department also operates an information service. It is in constant receipt of inquiries from trade union organizers, labor party speakers, debaters, writers, and students. Often it loans collections of material on specific questions.

The department budget is for the present met, one-third by the School through contributions from interested persons, and two-thirds from the American Fund for Public Service. A slight additional income is received as compensation for various pieces of research done for organizations or individuals who can afford to pay.

57. SCIENTIFIC TEMPERANCE FEDERATION.

400 Boylston Street, Boston, Mass. Cora Frances Stoddard, executive secretary.

Established in 1906 for the purpose of compiling and disseminating scientific data concerning the nature and effects of alcohol, this organization has developed into a bureau which is widely consulted on all manner of questions relating to the alcohol problem. Its financial resources (about \$12,000 a year) are derived from membership fees, voluntary contributions, and receipts for special services rendered by the secretaries to organizations and individuals. The Association is occupied chiefly in compiling and popularizing scientific facts about alcohol, and disseminating them through pamphlets, leaflets, posters, slides, exhibits, etc. It, however, coöperates with agencies doing research work and undertakes a limited amount of such work on its own account, having to do at the present time principally with the social effects of prohibition. Mr. E. L. Transeau is research secretary.

58. STABLE MONEY ASSOCIATION.

Room 1909, 104 Fifth Avenue, New York City. Norman Lombard, executive director.

This organization was formed in 1925 "to ascertain the most effective method of preventing the vast, though subtle, evils arising from unsound and unstable money, and to promote a better understanding thereof, in the expectation that crystallized public opinion will result in constructive Congressional action." The executive committee consists of well-known economists and research workers, including Professors Irving Fisher, of Yale University, and H. Parker Willis, of Columbia University. Plans are under way for inaugurating a campaign for members and for raising an educational fund of

\$100,000. Research thus far undertaken has had to do entirely with plans for and methods of bringing about the stabilization in purchasing power of monetary units, to the end that inflation and deflation, with their attendant social evils, may be brought to an end. A statistical and economic investigation of some of the fundamental factors in the problem of stabilization, to be carried on by a disinterested expert statistical organization, is planned at a cost of about \$36,000 a year for a period of five years.

59. TAYLOR SOCIETY.

29 West 39th Street, New York City. H. S. Person, managing director.

This society was established in 1910 to "provide an open forum for analysis and appraisal of the results of significant managerial research, experiment, and experience, wherever these may be found, and to stimulate sound thinking about the fundamentals of management." It does not maintain a research organization, although it conducts special investigations within its membership, which consists of manufacturing and merchandising executives, industrial engineers, investigators and teachers of management, and others whose purpose is to ascertain and promote efficient administrative policies and managerial methods. The work of the Society is supported by membership dues, and there are meetings with other associations having common objects. The organization offers service to its members through personal interview or correspondence, and its publication, the *Bulletin of the Taylor Society*, puts on record for reference and study advanced ideas, newly formulated principles, and proved new methods of management. Special emphasis has been placed upon the discovery, discussion, and appraisal of studies of specialized research organizations and the experiments of progressive enterprises.

60. THOMPSON AND LICHTNER CO.

80 Federal Street, Boston, Mass. Sanford E. Thompson, president.

This firm was established in 1895 to conduct practical research in engineering lines, beginning with the study of labor in building trades. It makes investigations on a professional basis for clients—as, for example, analyses of labor in making shoes, studies in the economical production of medicines, and investigations of the methods of manufacture in wood, leather, paper, etc.—but it also carries on researches in a larger way. Under the latter head would fall an investigation of underground management in bituminous coal

mines, made for the United States Coal Commission; a study of practical effects of reducing irregularity of employment; studies of the shoe industry and the foundry and machine industry of New England, made for the Boston Chamber of Commerce; and a survey of New England industry in general, now being made for the New England Council. Other surveys have been carried out during the last five years in connection with Secretary Hoover's committee on waste in industry.

61. WELFARE COUNCIL OF NEW YORK CITY.

151 Fifth Ave., New York, N. Y. William Hodson, executive director.

The objectives of this organization include better factual bases for community planning, closer coöperation among social agencies, improved standards of social work, and more liberal support of such work; and a considerable amount of research on pertinent subjects has been carried on for many years. More recently, a research bureau has been established, in fulfillment of long intention, and under its auspices has been issued an exceedingly valuable handbook entitled "Welfare Problems in New York City Which Have Been Studied and Reported Upon during the Period from 1915 through 1925." For the first time the student of social problems in the metropolis can ascertain expeditiously what has been done, at all events within the decade indicated, upon the subject in which he is interested. The list is to be kept up to date. A notable report on the problem of finding employment for the physically and mentally handicapped, prepared by Miss Mary LeDame, of the Russell Sage Foundation, was published by the Council early in 1927.

The most noteworthy development, however, has been the announcement, in 1927, of a comprehensive plan for an inventory of the social assets and liabilities of New York City—liabilities which create the need of \$100,000,000 a year for charitable and welfare activities. This study will be carried on under grants aggregating more than \$300,000 made by the Laura Spelman Rockefeller Memorial Foundation and the Commonwealth Fund for research activities during the next five years, on condition that the Council itself raise the amount required for its general administrative budget. With a view to this investigation, Dr. Neva R. Deardorff, nationally known social-work executive and writer, has been made director of the research bureau, and Professor R. E. Chaddock, of Columbia University, has been engaged as consultant. Projects to be taken up immediately, in coöperation with the social agencies of the city,

are: (1) a study of the income and expenditures of New York City's social agencies over a period of years; (2) an inventory of the public health resources of the community other than those operated by the city department of health; and (3) a study of the settlement house situation in the city, in order to discover what is being done now by the 115 existing institutions in this field and to provide a basis for future planning. Other projects, proposed but not decided upon, include (1) a study of boy life and the juvenile delinquency problem in Brooklyn; (2) a study of the situation created by the removal of clinics and hospitals from the West Side to the new medical center in Washington Heights; and (3) a survey of the welfare work being conducted on the lower East Side.

62. WOMEN'S EDUCATIONAL AND INDUSTRIAL UNION.

264-270 Boylston Street, Boston, Mass. Lucile Eaves, director.

This organization was established in 1877 "for the purpose of increasing fellowship among women in order to promote the best practical methods for securing their educational, industrial, and social advancement." From the first the gathering of facts and the publication of reports have been regarded among these "best practical methods." In 1906 the research activities which had been carried on by different committee members or temporary investigators were consolidated in a special department with a director and three research workers, the latter supported by fellowships of \$500 each. The maintenance of the research department comes partly from memorial gifts of the family of Mrs. Mary Morton Kehew, for many years president of the Union, or of other members and friends. Since 1912 the research projects have usually been coöperative studies of subjects in the general field of the economic relations of women or have been related to activities of Boston social agencies. The department is closely allied with Simmons College, where the director serves as professor of economic research. Students registered in the College's school of social work often participate in the coöperative research undertaken by graduate students holding the fellowships supported by the Union. The College pays half of the salary of the director and has contributed to the publication of reports of the results of investigations.

Recently published reports of research work have dealt with old age support of women teachers; a legacy to wage-earning women (records of relief given the working women of Brattleboro, Vermont, from the Thomas Thompson legacy); children in need of

special care (based on 1,600 records of Boston children's agencies); and aged clients of Boston social agencies. Unpublished reports of recent investigations deal with women depositors in Boston savings banks; thrift education in twenty-four mutual savings banks of Boston; the coöperative bank as a savings institution; state savings bank life insurance; loans made by the Industrial Credit Union of Boston; the present economic status of aged women industrial workers; part-time gainful employment of Boston women and of women students in colleges in Boston; and vocational guidance in Boston. Topics now being studied are: social and economic aspects of cancer mortality in Boston; accidents to women employed in Massachusetts industries; labor turn-over in the confectionery industry; and increased output in a cotton textile mill resulting from the introduction of improved machinery and modern efficiency organization. The chief subject in mind for future study is coöperative group insurance for wage-earners, with particular reference to provision for old-age support of industrial workers and their dependents.

63. WORLD PEACE FOUNDATION.

40 Mt. Vernon St., Boston, Mass. Raymond T. Rich, general secretary.

This foundation was established in 1910 by the late Edwin Ginn, who made available to its board of trustees the income from \$1,000,-000, which averages around \$50,000 a year. The Foundation is incorporated under the "charity statute" of Massachusetts, and the corporation is a board of trustees not exceeding fifteen in number. The board is a self-perpetuating body, its members serving for terms of seven years, in annual classes.

The Foundation "is constituted for the purpose of educating the people of all nations to a full knowledge of the waste and destructiveness of war, its evil effects on present social conditions and on the well-being of future generations, and to promote international justice and the brotherhood of man; and, generally, by every practical means to promote peace and good will among all mankind." As a publisher of educational books, the founder felt deeply the importance of educational methods in attaining the objectives of the endowment.

"World Peace Foundation Pamphlets" is the institution's official organ and, as such, has been issued bi-monthly under the present editorial policy since 1917. This policy looks to a presentation of the facts on international matters of importance and of current interest, the material being handled with scientific accuracy but without

merely technical detail. The publications are widely used for educational purposes, both in colleges and universities and in study groups of many types. To meet this demand, the brochures are reprinted from plates as occasion requires, so that they constitute a continuously available body of study material. The character of the Foundation's publications results in its receiving many inquiries as to international facts, and an important feature of its work is making replies to questions. As a consequence, research becomes a steadily increasing function.

Most of the Foundation's publications have been prepared in the office. The wide range of subjects handled indicates, in a measure, the scope of the research that has been done. It is customary to print in narrative all events as closely as possible in the words of the responsible actors in them, this resulting in an extensive use of official documents and other authentic material. For the fuller understanding of most subjects, pertinent international documents are printed in appendices.

Long continued publication along these lines has inevitably resulted in many inquiries respecting both the facts and the documentation of international affairs. It has not been the Foundation's policy to provide research reports to others; but, in addition to its own activities, it performs a continuous service as a consultant in research. For its own work, and for the service expected of it, the Foundation maintains a specialized library.

As the headquarters of international documentation, the Foundation occupies a unique position. It was foreseen immediately after the World War that American interest in international affairs could not be adequately satisfied without the introduction of improved methods of providing international documentation. The Foundation therefore welcomed the opportunity to handle, as American agent, the publications of the League of Nations, the International Labor Office, and the Permanent Court of International Justice. The activities of these organizations are recorded in official publications which are placed on sale. The system which has been developed for their issuance and distribution renders a type of material formerly difficult to obtain now as readily accessible as books on other serious subjects.

CHAPTER XIII

PRIVATE BUSINESS AND RESEARCH

No one in any degree familiar with the American business world of today can fail to be impressed with the emphasis placed on what is broadly termed research, whether as indicated by the number of establishments that maintain statistical or other "research" bureaus or divisions, or by the amount of money expended, or yet by the masses of data collected, analyzed, and in some degree put into print. Aside from the necessities of competition, which in many fields grows steadily keener, two main reasons for this emphasis appear: first, the advance of pure science—whether physical or biological or economic—offering ever-increasing opportunities for profitable applications to business processes and transactions, and second, the multiplication of business firms of such size and resources as to be able to develop expert and expensive investigative work not ordinarily within the reach of smaller establishments. Still another factor is the rapid linking up of businesses of a given kind in state or national associations which commonly take as one of their principal tasks the organization and conduct of research activities of a magnitude that few, if any, of the federated establishments would be disposed to enter upon singly.

The principal types of business organizations that thus far have set up permanent agencies for systematic investigation are (1) manufacturing firms, especially in iron and steel, automobiles, farm machinery, textiles, clothing, rubber, paper, and chemicals; (2) merchandising establishments, such as exporters, department stores, and mail-order houses; (3) banks, trust companies, and bond houses; (4) insurance companies; (5) public utilities, particularly railroads, telegraph and telephone companies, and electric light and gas companies; (6) credit rating agencies; (7) advertising agencies; (8) chambers of commerce; and (9) trade associations, national and state, including boards of trade in principal cities. Any list of individual organizations that to some degree engage in research would, if pretending to completeness, run far into the hundreds. Most larger establishments—and some that are by no means the leaders in their fields—maintain their own independent research facilities, often with

a staff of as many as twelve or fifteen investigators, and with practically unrestricted use of funds. Many other firms have perhaps only one or two research men, but at times call in expert assistance from the outside, not infrequently professors in neighboring colleges, universities, or technical schools. Many more content themselves with contributing to the support of a research program mapped out and carried on by a national, state, or local trade association in which they hold membership. The development of this type of coöperative research in the past ten or fifteen years is a striking feature of the situation.

A question that inevitably arises is as to the extent to which this enormous volume of investigative effort can properly be called research. It may be conceded at once that the greater part of it will not come within any strict definition of the term. With rare exceptions, the work undertaken has as its immediate object the securing of information of practical value to the firm, or group of firms, in conducting present business and in planning for the future; a very large part of the product has no value except in this way. Statistics are compiled from census reports; summaries are drawn from surveys made by other agencies; information is pulled together from published books, articles, and documents for the quick and easy use of busy executives. Obviously, this is not research. Or again, facts are assembled having to do only with the successes or failures of the business in particular periods or areas, or data are amassed bearing on the methods by which the business is being carried on and the ways in which they might be improved. This, too, is hardly research—even though the information, if published or otherwise made available to scholars (which, because of its confidential nature, rarely happens) might well have some value for the economist or the sociologist, or even the historian.¹

Of genuine research there is, however, a considerable amount. There is no essential reason why a trained economist—a former professor of economics in Harvard University—engaged in financial in-

¹ The majority, indeed, of mercantile establishments publish or disclose nothing which the investigations of their experts bring to light; business competition forbids. Obviously, so far as the interests of scholarship are concerned, such investigations, even when inherently significant and fruitful, might as well never have been made. This is true not only of individual firms, such as R. H. Macy and Company, of New York City, but also of joint agencies like the Retail Research Association (1440 Broadway, New York City), which serves a score of large department stores. It is true, too, of many great industrial establishments, as, for example, the United States Rubber Company (1790 Broadway, New York City).

vestigations for the Chase National Bank of New York should not make contributions to economic science equal in value to those of research workers differently located; indeed he has certain advantages over them. Information is not necessarily the less scientific for having been ferreted out in the service of a bank rather than in that of a research institute or a university.² Similarly, genuine contributions to knowledge come from the better equipped investigators employed by manufacturers, distributors, public utilities, and the like. Even the large numbers of so-called research workers in the usual run of mercantile establishments render at least the service of bringing together and putting on permanent record masses of fugitive facts which add to the never too extensive stock of raw material available for the scientific student of economic and other social problems. By and large, data from these sources are subject to discount on the score of possible conscious or unconscious bias in favor of the employing organization. But the scientific character of at least a part of the work cannot be impugned; and even those portions of the output that can be taken only for what they are cannot be consigned to the rubbish heap without scrutiny for possible values. A main shortcoming of the published results of research by private business is that the methods by which the work was done are rarely described; but this fault is often shared by the publications of more pretentious scientific agencies.

The following data on the research activities of some two-score commercial and business organizations that carry on investigations of interest to economists, sociologists, and other workers in social science are designed only to give some indication of the sorts of things that are commonly undertaken by such establishments. The organizations listed have been chosen intentionally to represent widely varying types, and without reference to many others from which, though perhaps doing equally important work, information could not be obtained. Nor, of course, do they include numerous major establishments, such as the American Telegraph and Telephone Company and the General Electric Company, deservedly noted for their emphasis on research, but only or mainly in fields pertinent to the natural sciences.³

² "Where," Professor J. W. Jenks, of New York University, has remarked to the writer, "a main object is to find out the conditions that will enable more and more profitable business to be done, there is every motive for thoroughness, accuracy, and balance."

³ Leonard P. Ayres, *The Nature and Status of Business Research* (Cleveland Trust Co., 1921), is a useful discussion of the business statistician.

*a. CHAMBERS OF COMMERCE***I. INTERNATIONAL CHAMBER OF COMMERCE, AMERICAN SECTION.**

U. S. Chamber of Commerce Building, Connecticut Ave. and H. St., Washington, D. C. C. J. C. Quinn, manager.

Established in October, 1919, at an international trade conference held at Atlantic City, the International Chamber of Commerce aims "to facilitate the commercial intercourse of countries, to secure harmony of action on all international questions affecting finance, industry, and commerce, to encourage progress, and to promote peace and cordial relations among countries by the coöperation of business men and organizations devoted to the development of commerce and industry." A membership of 516 organizations includes 329 chambers of commerce, fifty trade associations, and twenty-two associations of banks. The Chamber holds biennial conferences, and has a permanent secretariat at Paris. It maintains no research bureau, but makes its investigations and studies through central international committees, supplemented by sub-committees appointed in different countries. A world-wide survey is now in progress having as its object the removal of artificial barriers to international trade. M. Étienne Clementel, former French minister of finance, and Mr. Roland W. Boyden, former American observer on the Reparations Commission, are chairman and vice-chairman of the central committee in charge. The American sub-committee is obtaining first-hand information from exporters and importers in the United States as to unreasonable customs regulations, multiplicity of forms, heavy fines for minor infractions of formal regulations, tax discriminations, restrictions upon transportation, and governmental and private monopolies of materials and trade. Since 1921 the Chamber has published fifty-three digests and forty-one brochures on international aspects of trade and industry.

2. UNITED STATES CHAMBER OF COMMERCE.

Connecticut Avenue and H. Street, Washington, D. C. John M. Redpath, director of department of research.

Established in 1912 as a national organization embracing 1,300 state and city chambers of commerce, together with trade and civic organizations, and representing a membership of over 750,000 corporations, firms, and individuals, this body was formed primarily to obtain "the mature judgment of American business on national questions" and to obtain "fair consideration by our national government and others of these views." For these purposes the Cham-

ber collects and studies information on all phases of American business and civic life and, by means of referenda, seeks the opinion of its members on various questions. The work is carried on in departments of civic development, domestic distribution, manufacture, finance, foreign commerce, insurance, natural resources, transportation and communication, and research. The department of research, originating in 1912 as the bureau of research, maintains a corps of trained research and legal assistants. It aids the executive officers and committees in making preliminary investigations of research problems and coöperates with the different departments in carrying through such projects as are determined upon. Recent studies have dealt with methods of reporting the cotton crop, the possibilities of growing timber in the West, the effect of Non-Partisan League politics upon the financial condition of farmers in a certain area in a Middle Western state, convict labor production, banking under the federal reserve system, the amount and methods of selling on instalment, compensation received from insurance companies as a result of automobile accidents in the District of Columbia, principles of rate-making by the railroads, the combination of railroads into larger competing units, and equitable principles of zoning of city real estate.

The Chamber also makes all kinds of cost-accounting studies, investigates local taxation problems, and collects and analyzes statistics of foreign exports and imports from sources other than government reports. Many of the results of its studies are published in bulletins and pamphlets which have a wide circulation. In addition to its own investigations, the Chamber exerts some influence in furthering research in the business field by supporting all proposed legislation at Washington which will enlarge the research activities of the federal executive departments. It also urges upon its members the benefits to be derived from research work and the collection of statistics. To this end it has published a number of bulletins such as "Coöoperative Industrial Research," "Research Work—a Constructive Trade Association Activity," and "The Opportunity of Trade Associations in the Statistical Field."

3. CALIFORNIA DEVELOPMENT ASSOCIATION.

Ferry Building, San Francisco, Cal. H. F. Ormsby, associate director of department of research.

The research department of this organization was created in 1923 to act as a fact-finding agency for the executive committee and

departments of the Association. It deals with state-wide economic problems and projects in the fields of agriculture, mining, lumbering, and manufacturing, and in the conservation of the natural resources of the state. The permanent personnel of the department consists of four men trained in business research and statistics, together with the necessary clerical and stenographic assistance. Activities take three main forms: (1) specific research on various industries or economic problems, (2) coördination of the activities of economic research and statistical reporting agencies in California, and (3) carrying on an economic information service available for the general public as well as for members and other organizations. Under the first of these heads the department has studied problems of agricultural development in California, the economic feasibility of developing certain lines of textile manufacturing on the Pacific coast, and the economic uses of California forests and the present status of those uses. It has also made an industrial survey of Sacramento, and, in coöperation with the University of California, a survey of the grape industry. In discharge of the second function the department's main activity has been the organization of representatives of some 150 economic research, statistical, and fact-finding agencies in the state into an association known as the California Economic Research Council (See p. 191). In the third field, the department prepares a summary of business conditions in California (published monthly) which includes the available statistical indices of production, movement, prices, finance, and commerce, but attempts no analysis or forecasting. There have also been compiled and published (1) a report on the economic resources and extractive industries of California and (2) a series of county "data sheets" giving statistical raw materials which are fundamental to various phases of business research by public utilities and corporations interested in analyzing markets, purchasing power, and community growth.

4. CHAMBER OF COMMERCE OF THE STATE OF NEW YORK.

65 Liberty Street, New York City. L. Elsa Loeber, librarian.

This organization is said to be the oldest chamber of commerce in the world, having been established in 1768. It has no organized research bureau, but occasionally it pays a trained investigator to gather material for its use, as in the case of the coal strike of 1925. Information for its members is ordinarily secured through reports of various committees, which are composed of experts in the differ-

ent fields. The principal general committees are concerned with the following subjects: finance and currency, foreign commerce and the revenue laws, internal trade and improvements, harbor and shipping, insurance, taxation, arbitration, commercial education, and public service in the metropolitan district. The annual reports of the Chamber contain some of the information thus assembled, and also statistics of trade and finance.

5. PENNSYLVANIA STATE CHAMBER OF COMMERCE.

State Chamber Bldg., Harrisburg, Pa. Leonard P. Fox, manager of research and information bureau.

This bureau, established in 1920, investigates any sort of problem of state-wide scope affecting business, though its studies thus far have been largely restricted to government (organization and operation) and taxation. Studies of the election laws of the state, the tri-state Delaware River compact, and the industrial resources of Pennsylvania are now under way, and a survey of industrial relations is planned for the near future.

6. OHIO CHAMBER OF COMMERCE.

Columbus, Ohio. George B. Chandler, secretary.

This body was reorganized in 1924 with a research department under the direction of trained economists. Pamphlets have been published on taxation, old age pensions, and child labor; and additional information gathered by the bureau appears in the Chamber's official publication, *The Ohio Journal of Commerce*.

7. BOSTON CHAMBER OF COMMERCE.

80 Federal Street, Boston, Mass. M. D. Liming, manager of bureau of commercial and industrial affairs.

The bureau named was established in 1920. Its work is organized in three departments, i.e., business development, business management, and industrial relations, each of which carries on a certain amount of research, in some cases through the regular staff of the bureau, in others by means of committees or of outside investigators employed by the Chamber. These investigators are usually professors in New England colleges and universities, and examples of studies made in this way would be the surveys of New England agricultural industries and the New England shoe industry, under the direction of Professor E. H. Schell, of the Massachusetts Institute of Technology, and of the New England exporter, by Professor

Harry R. Tosdal, of the Harvard Graduate School of Business Administration.

8. MERCHANTS' ASSOCIATION OF NEW YORK.

233 Broadway, New York City. S. C. Mead, secretary.

Research work in the fields of economics and sociology is conducted both by the director of research and by several of the bureaus. Aided by the librarian and such clerical force as is required, the director devotes his entire time to investigation, either independently or in coöperation with the industrial, traffic, foreign trade, and legislative bureaus. Foremost among the Association's projects in the past five years have been studies of the city transport problem; existing and pending legislation on bankruptcy; the Kaufman Electrification Act; the Muscle Shoals project; the advantages of daylight saving; industrial pensions; the control and regulation of certain classes of public utilities; the turnover of factory labor in New York City; holiday practices of offices, stores, and factories in New York City; overloading and overspeeding of motor trucks; and control of street traffic.

9. CHICAGO ASSOCIATION OF COMMERCE.

10 South LaSalle St., Chicago, Ill. Louis A. Damond, manager of industrial department.

No regularly organized research bureau has as yet been established by this organization, although the need of such a department for the purpose of collecting statistics relating to the growth of important local industries and commercial firms has been recognized. Special research projects have, however, been undertaken by the committee on education with the aid of a graduate student of the University of Chicago and with the advice of various university professors. An exhaustive report on public educational costs has been completed, and a study of continuation schools is now in progress.

10. CINCINNATI CHAMBER OF COMMERCE.

Cincinnati, Ohio. C. Edythe Cowie, manager of research department.

The principal activity of the research department has been in co-operation with the Technical Advisory Corporation of New York City in making a thorough survey of the city's industrial, commercial, and scientific activity. Detailed studies have covered such matters as natural resources; consuming power; agricultural and food supply; population; labor supply; housing; living costs; raw ma-

terials; imports and exports; capital and banking; transportation; freight rates; handicaps to development; industrial advantages; present industries; industrial relations; industrial balance; marketing of products; public service; effect of city planning; and competing communities. Some personnel surveys have also been made for the benefit of merchants and manufacturers.

I I. DENVER CHAMBER OF COMMERCE.

Denver, Colorado. John H. Cover, chairman.

Since 1924 a coöperative arrangement has been in effect between the Chamber's department of statistics and the bureau of statistical research of the School of Commerce of the University of Denver. The director of the bureau has acted as chairman of the department of statistics, which is charged with collecting, compiling, and statistically analyzing information relating to the Rocky Mountain region. The bureau makes available the full facilities of its organization, including the director, two statisticians, and ten fellows. Between July, 1925, and January, 1926, the department, thus aided, made thirty local statistical studies on many different commercial subjects.

b. INDUSTRIAL ORGANIZATIONS AND ESTABLISHMENTS

I 2. AMERICAN MANAGEMENT ASSOCIATION.

20 Vesey Street, New York City. W. J. Donald, managing director.

This association has been built up by the merging of five earlier organizations concerned with business management and related matters. Formerly, its research work was carried on by various committees, which took care of their own expenses. At present, topics are being assigned by a research program committee to individuals for investigation, each person so designated being expected to do more thorough work than was formerly done by the committees. Since the beginning of 1923 twenty-eight pieces of research on various aspects of job analysis and personnel administration have been completed. Topics now under investigation include lessons for business from the organization of the general staff of the army; detecting and measuring junior executive talent; handling employment in a period of declining business; relation of forecasting to budgeting procedure; job analysis as a means of improving methods of organization and budgeting; college women in business; trends in personnel policies; and the technique of training.

I3. UNITED TYPOTHETÆ OF AMERICA.

600 West Jackson Boulevard, Chicago, Ill. Francis H. Bird, director of department of research.

This bureau, which has been in operation since 1920, is the fact-finding agency for the printing industry, and is constantly being turned to for data on costs, accounting, estimating, production, wages, cost of living, labor, marketing, and industrial and business statistics, as well as technical methods and processes. It has done much to perfect standard cost-finding and interlocking systems, which have proved of inestimable value to the printing industry. An important wage study recently published shows the changes in union wage scales in sixteen of the large printing centers of the United States from 1914 to 1924. Since 1922 the research department has compiled a monthly productive hour index for the printing industry. It also prepares a monthly review of general business conditions.

I4. MANUFACTURERS RESEARCH ASSOCIATION.

80 Federal St., Boston, Mass. R. L. Tweedy, secretary.

This association developed out of the idea that a small number of non-competing companies could pool information in a mutually beneficial way; and at the present time eleven firms in or near Boston belong to it. Research work is carried on largely through committees made up of men in the member companies who are performing like functions, regardless of their titles. The only study whose results have been made public is one dealing with wage payment methods, reported in a volume published by the Boston Chamber of Commerce. Among other subjects that have been studied are internal transportation; purchasing of commodities bought in common; physical maintenance, machine-design power development, and engineering problems; handling of rush orders; industrial relations, employment, education, and promotion; and sales and distribution.

I5. ASSOCIATED INDUSTRIES OF MASSACHUSETTS.

950 Park Square Building, Boston, Mass. O. L. Stone, general manager.

Organized in 1922 "to improve manufacturing conditions of the industries of Massachusetts in the public interest," this association devotes considerable effort to acquiring information and placing it at the disposal of member firms, corporations, and associations. Some of this information is gathered merely through questionnaires,

but at other times special investigating committees do a substantial amount of work. Pamphlets based on original study have been published on the consolidation of New England railroads and on New England's industrial future; and occasional booklets and bulletins have been issued on taxation, industrial accounting, and technical matters.

16. SCOVILL MANUFACTURING COMPANY.

Waterbury, Conn. John H. Goss, vice-president.

Founded in 1802, this firm manufactures brass and other metal articles and has large brass casting shops, rolling mills, and tube, rod, and wire mills. It employs upwards of six thousand men and women of all physical types, nationalities, and degrees of training and skill. Since 1923 the company has carried on a series of research studies in the selection of factory personnel, under the advice of the department of psychology of Yale University and of the Personnel Research Federation (See p. 178). The central problem has been to determine whether any of the measurable or definable attributes of an applicant for employment can be used statistically, either singly or in combination, to predict his probable success in a given occupation. For purposes of the study, extensive records, including test scores, records of age at the date of hiring, years of schooling, ability to read English, country of birth, color, and former experience with the company, have been compiled for all newly hired employees over a period of two years; and these figures have been tabulated and are being studied for each occupation. The search is for any significant relationship between these figures and the available criteria of success at work. Results showing a certain statistical reliability have been obtained in some forty-five occupational groups, covering about one-half of the number of records collected in the two years. Study of the remaining records is in progress.

17. EASTMAN KODAK COMPANY.

Rochester, New York. M. B. Folsom, assistant to the president.

A statistical department, organized in 1920, and quite separate from the research laboratory which handles technical, scientific, and manufacturing problems, devotes itself to interpretation of the business cycle, forecasting sales, computing purchasing power of countries, states, and cities, and finding new uses for products. Nine persons are employed, exclusive of those who, in the tabulation and other departments, compile the data with which the statisticians

work. A full account of the department will be found in the *Harvard Business Review* for January, 1924.

18. JOSEPH AND FEISS COMPANY.

Cleveland, Ohio. Harry A. Wembridge, statistician.

The research department of this clothing manufacturing concern was established in 1921 and was one of the pioneers in applying scientific management to the clothing industry. The staff consists of a director, three research assistants, and eight clerks, and its expenses, amounting to \$30,000 a year, are borne directly by the company. In the order of importance, the different subjects of investigation are: sales analysis and distribution, costs, budgetary control, personnel administration and selection, absenteeism, and labor turnover. Work at present under way includes studies of salesmen's quotas based upon consumption figures, and of inventory control.

19. A. W. SHAW CO.

Cass, Huron, and Erie Sts., Chicago, Ill.

Factory, one of the publications of this company, has conducted some research during the past year or two, particularly a nation-wide survey of industrial handling, with the object of assisting manufacturing plants in reducing the cost of handling by ascertaining what the existing costs actually are.

20. INSTITUTE OF AMERICAN MEAT PACKERS.

509 South Wabash Avenue, Chicago, Ill. W. W. Woods, executive vice-president.

Founded in 1906 as the American Meat Packers' Association, and reorganized in 1919 as the Institute of American Meat Packers, this organization seeks to secure coöperation among the meat packers of the United States and between them and the federal and state governments in all matters of general concern to the industry; to promote domestic and foreign trade in American meat products; to promote the mutual improvement of its members; and to inform and interest the public as to the economic worth of the meat-packing industry. The membership of the Institute is composed of some 260 companies, which include almost all of the meat-packing establishments in the country. Each member company pays dues measured by the volume of production. In 1922 a total of \$150,000 was raised by voluntary contribution to cover research work for a three-year period, and in 1925 it was voted that a similar sum be raised

through an increase in dues. The work of the Institute is carried on through ten service departments and a large number of committees. Among the departments are: home economics, industrial education, nutrition, organization and traffic, public relations and trade, purchasing practice, and retail merchandising. The Institute has contributed by grants and in other ways to research work in nutrition and statistical studies of marketing, and has in mind to undertake extensive merchandising surveys. At the Ohio State University the department of physiology has been aided in a study of the effect of meat and other high-protein foods upon the voluntary activity vigor and life-span of animals. A study of expenses, profits, and losses, in retail meat stores, by the bureau of business research of Northwestern University has also been aided. Research projects have been carried on co-operatively with trade associations and individual companies which manufacture supplies for the packing industry.

21. ARMOUR'S LIVESTOCK BUREAU.

Union Stock Yards, Chicago, Ill. Edward N. Wentworth, director.

The Armour Company has carried on research in chemistry, physics, and biology for nearly half a century in order to arrive at more economical methods of curing and packing meat and meat products for the trade. For fifteen years it has conducted research also in business management, including personnel problems and accounting. Since the war, another type of research has been developed covering the relationships between the packing business and affiliated industries. Statistical surveys are also being made with the purpose of predicting future events of importance to the livestock industry, and especially of anticipating the supplies of livestock and the probable trend of events in the fields in which products are disposed of.

22. SWIFT AND COMPANY.

Chicago, Ill. L. D. H. Weld, manager of commercial research department.

Organized in 1917, primarily to give advice to executives on economic problems, this department has gradually grown so as to include a statistical division, a sales quota division, and a force of assistants working on special organization and marketing problems. The staff consists of twelve persons, including trained statisticians and economists. The present work of the department includes a study of the factors causing variation in sales in different branch house territories and the basis for establishing sales quotas; forecasting re-

ceipts and prices of hogs and other products bought and sold; analysis of selling methods and market surveys (including an exhaustive study of the sales methods and policies of one of the by-products departments); a study of general business conditions and effects on sales of packing-house products; and miscellaneous statistical and economic studies of matters affecting the policy of the company. Most of the work is carried on for the private use of the company, but some of the more general results are given in the company's year-book and in occasional articles in miscellaneous journals.

23. WESTERN ELECTRIC COMPANY.

195 Broadway, New York City. Edmond E. Lincoln, chief statistician.

The general statistical department of this extensive manufacturing concern has been operating for four years and employs from thirty to thirty-five people. All responsible members of the staff have at least a master's degree in economics and statistics and have knowledge of accounting. The work covers questions of policy and operation, from economic and statistical points of view; and the finished work of other departments is drawn upon to be analyzed and interpreted for executive use. The chief statistician is responsible for advising company officials on general business conditions and on problems of general policies. The department makes studies of price changes, wage trends, interest rates, foreign exchange, employee insurance, the economic factors governing markets, and many other matters which have bearing on the future business of the company.

c. BANKS AND TRUST COMPANIES

24. AMERICAN BANKERS ASSOCIATION.

110 East 42nd St., New York City. Thomas R. Preston, president, Hamilton National Bank, Chattanooga, Tenn.

Organized in 1875 to promote the general welfare and usefulness of banks, this association now counts among its members more than 21,000 banks throughout the country. Research work is carried on in the various divisions, sections, and commissions. The national, state, savings bank, and trust company divisions handle subjects in these special fields, while the clearing house section promotes research in inter-bank relationships, such as joint credit bureaus and the handling of checks in transit. The agricultural commission investigates the relations between bankers and farmers and methods of farm accounting. The commerce and marine com-

mission studies economic conditions in foreign countries, transportation facilities, and many matters pertaining to the financing of merchandise in transit. The economic policy commission investigates domestic questions such as the federal reserve system and instalment selling, and the public relations commission promotes studies in methods of establishing better understanding of banks. Sundry committees study special subjects, such as state and federal legislation affecting banking, fidelity bonds and insurance policies in the banking business, detection and prosecution of crimes affecting banking, and taxation in its bearing upon the banking business. Studies completed within the past five years have dealt with school savings banking; principles of and progress in coöperative marketing of farm products; an economic survey of China; economic problems of western Europe; the aims and possibilities of the community trust or foundation; and inheritance taxation in the United States. The results of such inquiries appear in the American Bankers Association *Journal*, and in bulletins and pamphlets on special subjects.

25. FEDERAL RESERVE BANK OF PHILADELPHIA, PA.

925 Chestnut St., Philadelphia, Pa. J. Frederic Dewhurst, chief of statistical division.

The department of statistics and research of this bank was organized in 1919. It seeks, in conjunction with the Federal Reserve Board at Washington and the other federal reserve banks, to provide the general public with information concerning the current fluctuations and volume of trade, production, and financial and business operations. The present force numbers sixteen, half of whom are engaged in strictly statistical tabulation and research. The work consists chiefly in the collection and presentation of monthly statistics covering sales, stocks, accounts outstanding, and collections in four lines of retail trade and eight lines of wholesale trade, based on reports from three hundred firms. Production data is also obtained from thirteen hundred manufacturing plants in Pennsylvania, New Jersey, and Delaware. Figures are collected on wage payments, output and sales of electric power, building permits, savings deposits, commercial paper sales, and bankers' acceptances. A number of special studies have been made from time to time by members of the staff, and also by students of the University of Pennsylvania, on problems which have arisen in connection with the general study of business fluctuations. They deal largely with local conditions in some particular industry, such as the hosiery and brick-making in-

dustries. Studies of plant location and migration have been made; also, an index of manufacturing activity in the district has been devised.

26. NATIONAL BANK OF COMMERCE IN NEW YORK.

National Bank of Commerce, New York, N. Y. Rowland R. McElvare, manager of service department.

The service department of this institution was organized in 1916 to provide a bureau of information for the officers and clients of the bank. Besides a staff of economists, the department comprises a statistical division, a legislative division, and a library. Investigations of the economists cover a wide range of subjects, particularly with regard to conditions in European countries. These include exchange, progress of specific industries, European competition with American goods, credit of foreign governments, position of governmental securities, the outlook for stabilization of foreign currency, and relative costs of production. Special studies are continuously under way in federal reserve policy, the gold movement, New York and London money markets, changing interest rates and price levels, current trends in American banking, and the bearing of European developments and international debts on American and foreign trade. The main activity of the statistical division is the study of the major commodity markets which influence trade and industry, but figures are gathered also for many minor commodities. The legislative division follows financial legislation both in the United States and abroad and gathers extensive information on taxation procedure.

27. CHASE NATIONAL BANK OF THE CITY OF NEW YORK.

New York, N. Y. Benjamin M. Anderson, economist.

The research work of this institution is divided among the office of the economist, the credit department, and the business development department, and indeed diffused in some measure throughout the entire establishment. Most of the results are intended solely for the use of the bank itself, but the economist edits and publishes, in the *Chase Economic Bulletin* (issued about five times a year) a certain proportion of the results of his own studies. Recent numbers of this bulletin have dealt with such topics as agricultural credits and co-operative marketing, the tariff in an unbalanced world, artificial prices and economic stability, the gold standard versus a "managed currency," state and municipal borrowing in relation to the business

cycle, German business and finance under the Dawes Plan, and the progress of French finance.

28. CLEVELAND TRUST COMPANY.

Cleveland, Ohio. Leonard P. Ayres, vice-president.

This company established a department of economics and research in 1920. The staff consists of four persons, who give about half of their time to what may strictly be termed research work. The investigations thus far made have related primarily to the company's own affairs, especially as affected by changes in interest rates and by security price movements. Results are published sometimes through the monthly business bulletin of the bank, which is prepared by the research department, and sometimes through economic reports issued in monographic form. Monographs published up to the autumn of 1926 dealt with price changes and business prospects, the automobile industry and its future, business recovery following depression, the nature and status of business research, and the prospects for building construction in American cities.

29. FIRST NATIONAL BANK OF ST. LOUIS.

St. Louis, Mo. W. F. Gephart, vice-president in charge of industrial service department.

The industrial service department, formerly known as the research and statistical department, was organized in 1919 with five employees. Its functions are to advise with the loaning officers of the bank on economic subjects, to conduct investigations of specific industries, commodities, and markets, and to carry on investigations of internal bank operations and make recommendations to the management. Among research projects which the department has handled are: an analysis of the bank's list of credit customers, and an attempt to establish the essential operating and financial ratios in each industry represented; various studies of the money market; studies of what the bank's investment policy should be; and an investigation of the earnings of St. Louis banks over a quarter of a century. Many of the studies belong to the bank's regular routine, but the results of a considerable number have been published, among them those dealing with factors determining the rate of interest; bank credit and the business cycle; the branch banking controversy; business revival and banking after depressions; the credit of the farmer; the gold supply of the world in relation to credit, banking, and prices; and the use of statistics in the determination of bank policy.

d. INSURANCE COMPANIES AND ACTUARIAL SOCIETIES

30. NATIONAL BOARD OF FIRE UNDERWRITERS.

76 Williams Street, New York City. W. E. Mallalieu, general manager.

The National Board is an educational, engineering, statistical, and public service organization maintained by the stock fire insurance companies, and its membership includes nearly all the important companies in this class. Through its efforts in the direction of fire prevention, it has become to all intents and purposes a public service institution. Its investigative work is carried on through the following committees: actuarial bureau, adjustments, clauses and forms, construction of buildings, finance, fire prevention and engineering standards, incendiarism and arson, laws, membership, public relations, statistics and origin of fires, and uniform accounting. The engineering staff has engaged in what might be considered research work in connection with the operation of fire departments, provision for water supply, enforcement of ordinances relating to structural methods, and hazardous occupancies. As a result of its investigation of civic conditions as they affect fire hazards, it has formulated what is known as the standard grading schedule, which affords an impartial method by which fire hazard conditions of any city may be measured. Hazardous processes employed in industry have been subjected to inquiry and regulations drawn up to render them safe. Other matters investigated include the hazards of oil storage and transportation, the use of lacquer, elimination of explosive dusts in certain industries, protection against lightning, fire engine performance, and water pressures in fire extinguishment. The actuarial bureau, organized in 1915, is the center of fire loss statistics for the United States. It collects and tabulates loss claim records from 265 companies. It analyzes and tabulates these reports so as to determine the losses attributable to the various fire hazards and to ascertain the burning records of different states and classes of occupancies.

The committee on construction of buildings has coöperated with federal agencies in devising minimum standards for the construction of small dwellings and with the U. S. Bureau of Standards and private organizations in testing various building materials. Its national building code, which is the model used in most cities, is the result of prolonged research and experience. The committee on incendiarism and arson is actively engaged in investigating criminal

fires of all kinds; while the public relations committee publishes much material upon fire prevention and fire insurance.

31. NATIONAL BUREAU OF CASUALTY AND SURETY UNDERWRITERS.

120 West 42nd Street, New York City. Albert W. Whitney, acting general manager.

This organization is maintained by casualty insurance companies, for which it collects and analyzes statistics and develops actuarial plans in relation to the application of rates. It has conducted extensive research in the field of accident prevention, using \$38,000 yearly for the purpose. Educational work is carried on in coöperation with the National Safety Council and other organizations, and three graduate fellowships in safety education are being maintained, one at Teachers College, Columbia University, and two at the University of Chicago. One of the subjects under investigation is the effects of fear and its use in safety education. The bureau has also appropriated \$25,000 for a study of the relationship between industrial safety and efficient production, to determine whether the safe factory is also the efficient factory. The American Engineering Council is coöperating in this project.

32. LIFE INSURANCE SALES RESEARCH BUREAU.

Hartford, Conn. John M. Holcombe, Jr., manager.

This bureau began operations in Pittsburgh in 1922, in coöperation with the Carnegie Institute of Technology. In 1923 it opened offices in New York City and in 1924 moved to Hartford. Its establishment resulted from a desire on the part of agency officers in the United States and Canada to have a central office where various agency problems could be studied and the results made available to members. It was believed that all of the companies would thus be enabled to benefit from studies which they could not conduct independently, or at any rate would find expensive and inadequate. The Bureau's scope includes all activities relating to the selling of life insurance, especially from the viewpoint of the home offices. Ninety-four life insurance companies in the United States and Canada pay an annual membership fee and receive service in return. The Bureau is not a corporation, but a voluntary trade association, its affairs being administered by an executive committee of nine bureau members, which committee elects a chairman and vice-chairman from its own membership. The principal activities of the organization have been the study of methods of selecting agents, the analysis of sell-

ing territory, and the furnishing of information on sales problems, based on extensive accumulation of data relating to actual experiences and conditions.

33. METROPOLITAN LIFE INSURANCE COMPANY.

1 Madison Ave., New York City. Henry Bruère, third vice-president.

This company has no separate bureau of research and no special appropriation to cover research, but a large amount of investigation is undertaken in the various departments and supported financially by them. Subjects which may be said to be under study continuously include sales organization (selection and training of salesmen), methods of forecasting business conditions, relations between life insurance and economic conditions, and labor turnover in relation to various factors such as education, compensation methods, and business organization. Special stress is placed on comparative studies of mortality rates and causes (with relation to color, sex, age, and other factors) and on intensive investigations in anthropometry and in matters of public health, notably tuberculosis). No fewer than eighty-three reports have been issued on the single subject of business and personnel management.

e. ADVERTISING

34. ASSOCIATION OF NATIONAL ADVERTISERS.

17 West 46th Street, New York City. Robert K. Leavitt, secretary-treasurer.

Organized in 1910 as an institution for advertising and sales research and a clearing house of market information and methods, this association—whose membership is restricted to dues-paying firms interested in problems of advertising—collects and analyzes data on every subject connected with the marketing of goods. A committee from the membership, with the assistance of the headquarters staff, is constantly engaged in research with a view to discovering the basic facts and principles that govern marketing operations. Data of recognized value have been compiled on the attention value of advertisements, the attention value of white space, the attention value of position, car card reading habits, dealer coöperation, duplication of magazine circulation, film advertising, newspaper reading habits, sales manuals, size and frequency of advertisements, and use of automobiles by salesmen. In addition to advertising, the research activities of the Association cover sales policy, sales systems, sales manufacturers, and sales administration.

CHAPTER XIV

RESEARCH WORK OF GOVERNMENTAL AGENCIES

THE functions of government are not ordinarily conceived of as including research; or, if it is perceived that they do so in our twentieth-century world, the fact that public authorities have always, and almost of necessity, instigated and carried on various kinds of investigative work is not likely to have forced itself very strongly upon the attention even of students of history. It is true enough that prior to modern times instances of deliberate governmental inquiry into facts and phenomena which, once known, added something to the stock of worth-while human knowledge were not numerous. If, however, any government of today were to launch and carry out a great social and economic investigation comparable with the Domesday Survey of William the Conqueror in 1086, the results would at once be hailed as a signal contribution to the data on which economic science is fed and by which it advances. History abounds in surveys, inquests, censuses—to say nothing of daily and routine assembling and collating of facts—by which public officials and their agents added something to the accumulating masses of significant information, however scantily such data were placed contemporaneously at the service of scholars or appreciated and used by them.

The development of governmental research work as we know it today may be dated from the beginnings of periodic censuses, near the close of the eighteenth century. The first censuses did not, of course, go very far; they were hardly more than bare enumerations of population. But gradually their scope was broadened; occupations came into the reckoning, agricultural and industrial products began to be reported, and trade to be measured. And as the range of governmental interests and activities progressively expanded—notably in the later nineteenth century—all manner of new subjects of inquiry claimed and received attention. Presently, the census, although extended in many new directions, no longer sufficed, and governments were found setting up departments, councils, commissions, and other agencies charged with making investigations, or, if not explicitly so instructed, at all events entrusted with administra-

tive tasks for the performance of which investigations were essential. Last of all, governments are observed creating bureaus, boards, or other branches intended, not incidentally but solely, for scientific inquiry, and also voting sums of money to support the researches both of these and of other public, and even private, scientific establishments or bodies. Even governmental research committees are not unknown; one of the most important and active committees of the Privy Council in Great Britain today is a committee on scientific and industrial research.

In all of this the United States has borne a share. Starting merely with the familiar requirement of the Constitution that there shall be a fresh enumeration of population every ten years, the national government has steadily broadened its investigative operations until the Bureau of the Census has become "the greatest fact-finding and figure-counting agency in the world," and a single one of the ten executive departments, i.e., the Department of Agriculture, has taken rank as the largest, and in some respects the most important, of all known agencies of scientific inquiry. In creating and reorganizing departments and detached commissions, acts of Congress have commonly stressed the twin functions, among others, of gathering information and transmitting it to the public. Particularly has this been true since the establishment of the Department of Agriculture (in its first form) in 1864, which may be taken as marking a new stage in the growth of government-supported research in this country. Typical are the acts of 1885, specifically enumerating the subjects to be continuously investigated by the new so-called Department of Labor, and of 1887, doing the same thing for the Interstate Commerce Commission. Early in the present century new bureaus, partly or wholly for research purposes, were set up in steadily growing numbers, the tendency being to assign each important function to a distinct agency. Later it was discovered that in some fields there had been too much segregation of activities, and various consolidations, such as that which produced the present expansive Bureau of Agricultural Economics in the Department of Agriculture, were carried out.

It is not the purpose of this chapter to describe, or even to outline, government organization and facilities for research throughout the United States as a whole. To do the subject justice would require a volume. Account would have to be taken not only of the research activities of the national government, but also of those of forty-eight

state governments,¹ to say nothing of a certain amount of investigative work carried on by larger cities and occasionally even by county and other local units of government. Besides, a large share of the work that is done relates to natural science and its applications, rather than to humanistic or social disciplines, with which alone we are here concerned. It is desired, however, to impress the fact that large numbers of inquiries are always going on under governmental auspices, and that—while, as in the corresponding work of business establishments, civic and philanthropic organizations, and sometimes even reputed research institutes, much of what is done is in no strict sense research—the contributions to pure learning from these sources, whether as matured conclusions or only in the form of “raw material” for the use of scholars, is considerable. This fact emphasized, the only further thing that will be attempted here is a résumé of the principal branches of the national government—departments, boards, and commissions—that engage to some appreciable extent in investigative work, or provide special facilities for it, in the humanistic, as distinguished from the natural science, fields.²

¹ Especially through the instrumentality of industrial, railroad, taxation, and other commissions, banking and insurance departments, and departments of education—not to mention special investigating commissions and other agencies set up from time to time by legislative act. As has been pointed out, the Division of States Relations of the National Research Council has started—though for the time being it has discontinued—a series of surveys of the research work of state governments, with reference primarily to natural science subjects (See p. 170). Five states have thus far been covered, i.e., Illinois, Ohio, Wisconsin, Massachusetts, and California. Cf. *Conditions Determining the Nature of the Research Work Undertaken by State Governmental Agencies*; Papers Presented at the Annual Meeting of the Division of States Relations, National Research Council, May 27, 1926 (mimeographed, Washington, 1926).

² The legislative branch has, of course, something to do with research, in addition to appropriating the money upon which the executive departments and the various commissions live, and sometimes prescribing the investigations which they shall undertake. Through standing or special committees, both houses of Congress occasionally carry out inquiries which are of scientific interest; and from time to time large investigations by special commissions are authorized and financed, such as, for example, those of the Industrial Commission, whose report was published in 1900-02 in nineteen volumes, the Immigration Commission, whose findings and subsidiary materials were issued in forty-two volumes in 1911, and the National Monetary Commission, whose inquiries bore fruit in twenty-four volumes in 1910-11. The regular, continuous research agencies of the national government are, however, to be found among the non-legislative establishments enumerated in this chapter.

The history and functions of the executive departments are treated at some length in L. M. Short, *Development of National Administrative Organization in the United States* (Baltimore, 1923). Practically all of the bureaus, commissions, and services are covered in an extensive series of *Service Mono-*

THE TEN EXECUTIVE DEPARTMENTS

I. DEPARTMENT OF STATE.

Except as involved incidentally in its regular work, this department does not engage in research. It is, however, at present making a study of the control of foreign policy by parliamentary bodies throughout the world; and the assembling and organization of data for use in connection with international congresses and conferences sometimes involves a considerable amount of intensive investigation. The principal relation of the Department to research arises from the opportunities which its archives furnish for investigative work in history, political science, international law, and related subjects. In accordance with the practice of foreign offices generally, materials pertaining to recent or contemporary affairs are, however, not accessible to private persons; practically, this means records dated within the past twenty years. Besides full files of correspondence and other official documents, the Department library contains many books and pamphlets bearing on the history and diplomacy of the United States and foreign countries. The accommodations that can be placed at the disposal of private investigators are exceedingly limited, and of course the needs of departmental and other public officers take precedence. Among outsiders, preference is given to mature scholars, as distinguished from graduate students preparing dissertations and journalists or other persons engaged in purely popular writing. Persons desiring access to the archives or library should present a letter of introduction from a scholar of recognized standing, addressed to the Secretary of State. The present chief of the Bureau of Indexes and Archives is Mr. Tyler Dennett, author of well-known works on the relations of the United States with the Far East.

2. TREASURY DEPARTMENT.

Hardly any work approaching the character of research is performed in this department except the gathering and collating of financial statistics, most of which reach the public through the

graphs of the United States Government, prepared by staff members of the Institute for Government Research (See p. 206) and issued from the Johns Hopkins Press. An early survey of the library resources of the departments and other agencies is Arthur T. Hadley, "Facilities for Study and Research in the Offices of the United States Government at Washington," *U. S. Bureau of Education Bulletin*, 1909, No. 1. A later and indispensable aid is C. H. Van Tyne and W. G. Leland, *Guide to the Archives of the United States in Washington* (Washington, 1904).

reports of the Secretary and other officers, together with monthly or other periodic statements covering such matters as public indebtedness, currency in circulation, capital stock of national banks, bonds on deposit, and entrance and clearance of vessels. The annually published banking statistics of the Comptroller of the Currency, production and consumption statistics of the Commissioner of Internal Revenue, income statistics of the Income Tax Unit, data on production and consumption of the precious metals furnished by the Director of the Mint, farm loan statistics compiled by the Farm Loan Bureau, and mortality and morbidity statistics issued by the Bureau of Public Health have large value for economists and other users of information of these types.

3. WAR DEPARTMENT.

The consolidated library of this department, maintained at the Army War College at Washington Barracks, contains approximately 250,000 volumes and is one of the world's most important collections on military history, military science, and military intelligence. The files of original military orders, reports, and correspondence date back to the Revolution. Scholars are given the privilege of study, and under certain conditions books may be loaned. Unpublished records of persons who have rendered military service are also an important source of historical and genealogical information. These are kept by the Adjutant-General's Office in the Munitions Building, and include the military rolls and records of all wars in which the United States engaged prior to the World War. The records of the Confederate Army are here also. All of the military and hospital records of every individual soldier are brought together in a single file. Persons seeking information are not allowed direct access to the files, but desk room is provided and such records as they desire to examine are placed in their hands.

Other branches of the Department whose investigations and publications are of special interest to social scientists include:

(a) *Board of Engineers for Rivers and Harbors.*

Under the River and Harbor Act of 1919 and the Transportation Act of 1920, the Secretary of War is charged with promoting, encouraging, and developing inland waterway transportation facilities in connection with the commerce of the United States. In co-operation with the U. S. Shipping Board, the Board of Engineers has completed a "Port Series" containing voluminous statistics on

port and harbor conditions, customs, services and charges, fuel and supplies, freight rates, and other features or facilities of every commercial port of the United States. Similar studies of territorial divisions of the country, such as the Great Lakes Region, are now being undertaken. A recent volume entitled "Shore Control and Port Administration" contains complete statistical data on tonnage of foreign and domestic commerce. An annual volume of commercial statistics, also, is published.

(b) *Bureau of Insular Affairs.*

Under the authority of the Secretary of War, this bureau handles all matters pertaining to civil government in most of the island possessions of the United States. It gathers statistics of insular imports and exports, shipping, and migration. It makes studies of questions relating to finance, tariffs, navigation, land laws, and commercial and industrial opportunities in Porto Rico and the Philippine Islands. Statistical matter is published in the annual reports of the governor of Porto Rico and the governor-general of the Philippine Islands, and in the official publications of the Philippines. The Bureau's library contains approximately 3,500 volumes, most of which are official publications relating to the insular governments. Lack of space severely restricts its use by scholars.

4. NAVY DEPARTMENT.

A departmental library of 80,000 volumes is rich in works on naval history and, in addition, contains many manuscripts, the complete official records of the department, full files of correspondence, and official records of all persons who have rendered naval service. It is an indispensable resource for students of naval history and science. Space for work is provided, and books may be loaned if not taken out of the city.

Aside from the preparation of statistics, e.g., of mortality and morbidity in the navy, all research work thus far carried on by the department has been of an historical character. A second series of volumes in the extensive "Records of the Union and Confederate Navies in the War of the Rebellion" was started in 1921-22; collection and arranging of World War records is now actively in progress; and a series of monographs has been begun on the activities of the various bureaus and services of the department during that war. The chief of the historical section of the Office of Naval Intelligence is Captain Dudley W. Knox.

5. DEPARTMENT OF JUSTICE.

The work of this department is of signal importance for the historian, political scientist, and to a degree the economist and sociologist. Its interest arises, however, not from systematic assembling of data—although a certain amount of this is done by, for example, the Secret Service—but from interpretation and enforcement of the laws; it is legal actions and the grounds therefor that chiefly challenge attention. Hence, the department, significant as are its proceedings for the social scientist, does not quite qualify as an investigating agency of the sort under review in the present chapter.

6. POST OFFICE DEPARTMENT.

This department is entirely a business institution, in charge of the postal service and the postal savings system. Aside from routine compilation of statistics, no work of any kind is done which possesses scientific interest—even though the postal system as an institution is by no means barren of interesting topics for investigation by the student of administration. Material of historical value is found at the department building in the unpublished lists of early postmasters and postal routes; in the early issues of postal guides; in the files of postal laws and regulations; and in the annual reports on the postal service dating from about 1800. The department also collects the postal reports of foreign countries, and preserves other literature on postal matters. In the absence of a general library, any of these materials may be examined by applying to the chief clerk.

7. DEPARTMENT OF THE INTERIOR.

Investigation is by no means the least of the many and varied functions assigned to this department and its numerous bureaus, and a considerable part of the investigative work that is done either clearly is or closely approaches the character of pure research. Of such nature is much of the work of the Geological Survey, which, however—although it has obvious economic bearings—falls mainly outside the scope of the present inquiry. Of bureaus or offices that carry on investigations which make some contribution to humanistic science, especially on the social side, the following are most important:

(a) *Bureau of Education.*

This agency, established in 1867, and transferred to the Interior Department two years later, has to do almost exclusively with in-

vestigation, conference, and supplying information; its administrative duties are almost *nil*. The original studies in elementary, secondary, and higher education carried on by its staff often touch matters of deep economic, industrial, and sociological concern. Such for example, are recently completed investigations of preventable diseases among children, commercial education in secondary schools, the status of home economics in junior and senior high schools, occupational opportunities for college students, commercial teacher training, home economics in the one-room school, illiteracy in the United States, instruction in citizenship for aliens in the United States, education in federal and state prisons, employment opportunities for negroes in trades and industries, use of intelligence and achievement tests, and residence and migration of university and college students. The results of such studies are published in bulletins and leaflets, a list of which may be obtained from the Bureau on application. A Bureau library of over 100,000 volumes and pamphlets is the largest collection in the world devoted exclusively to educational subjects, and research workers throughout the country are loaned books and source material which can be obtained nowhere else. Bibliographies on all phases of education, also, have been prepared.³

(b) *Pension Office.*

This bureau does not itself engage in research, but its files of 80,000 Revolutionary War claims and 74,000 claims of the War of 1812 are a mine of historical and genealogical information which is being increasingly exploited by individuals, libraries, and research organizations. In 1925, more than one thousand persons examined some part of these records and nearly 8,700 letters were written in answer to requests for information. The pension claims based on Civil War service offer a similar field for investigative work. A library, which is open to the public, is rich in rosters and histories of regiments furnished by various states; military and naval histo-

³ As is well known, it has often been proposed that the present Bureau of Education be erected into an executive department, perhaps in combination with certain other agencies or functions. See, for example, the plea of Professor Charles H. Judd, of the University of Chicago, in an address before the National Education Association in 1923 for a federal department of education "equipped to make scientific studies and to supply that coördination and reënforcement which are the greatest needs of our present-day science of education" (*Educational Record*, I, 118-131). The proposed department as thus conceived would be primarily a research institution. Cf. W. F. Willoughby, *The Reorganization of the Administrative Branch of the National Government* (Baltimore, 1923), Chap. XI.

ries and rosters of organizations of the standing army, United States volunteers, and colored troops; vital records; biographies; records of Confederate organizations; and works relating to patriotic organizations and war records of the United States army and navy.

(c) *Public Land Office.*

No research is carried on, apart from compiling statistics dealing with the number and acreage of homestead and timber lands; but the office contains the records of all patents of public lands sold to private individuals, and considerable quantities of other material for historical and genealogical studies, especially in connection with grants of land made to soldiers.

(d) *Bureau of Reclamation.*

In addition to studies of engineering problems, this bureau conducts investigations of the economic and agricultural possibilities of the arid lands, and the financial and social problems of the people who are developing them. Studies now in progress or in early prospect deal with the relation of marketing centers to production; special aids to marketing; the relation of good roads to marketing; long-time loans for permanent improvements; short-time loans for purchase of livestock; home-building and the preparation of lands; social activities; organization for buying and selling. The result of these investigations are made available through published annual and special reports, and through the columns of a monthly publication, "The New Reclamation Era."

8. DEPARTMENT OF AGRICULTURE.

This huge establishment—easily the greatest of its kind in the world—is charged with numerous and important tasks of administration, but is, nevertheless, primarily what it has always been, i.e., an organization for research and dissemination of the results thereof. Originally, its research work had to do almost exclusively with subjects in natural science, and at least eight of its twelve or fourteen main bureaus or services—animal husbandry, plant industry, biological survey, chemistry, soils, entomology, weather service, and roads—are still concerned with that sort of thing. The past twenty years, however, have witnessed a remarkable extension of investigative work into fields of economic and social import, so that nowadays the department looms larger than any that have thus far been mentioned as a contributor to knowledge within the range covered by the

present survey. The bulk of economic and social research is now correlated in the Bureau of Agricultural Economics (created in 1922) by merging a number of previously separate bureaus and offices; but important activities of this character are also carried on in other parts of the department mentioned below.

(a) *Bureau of Agricultural Economics.*

The work of this bureau is performed through two production divisions, nine marketing divisions, and seven general divisions, all of which conduct more or less statistical and technical research. The two production divisions are Farm Management and Costs and Crop and Livestock Estimates. The Division of Farm Management and Costs has made studies of areas around cities to determine to what extent farmers are meeting the needs of their local markets; has perfected a new method of analysis for determining definite relations between goods or services used up in production and the resulting output; and has investigated types of farming, farm records and accounts, and crop and livestock adjustments. The Division of Crop and Livestock Estimates has charge of the collection of statistics of crop and livestock production and carries on investigations aimed at improving the methods of reporting and estimating this information.

Each of the marketing divisions conducts research in marketing, costs, standardization, and foreign competition and demand. The Division of Cost of Marketing is concerned chiefly with studies of the spread between the price which the producer of agricultural products receives and that which is paid by the consumer. Studies completed within the past year include an investigation, in coöperation with the Kansas State Agricultural College, of sixty grain elevators in Kansas for the crop year, 1921-22; and a study, in coöperation with the Bureau of Business Research of Northwestern University, of margins, expenses, and profits of retail meat stores in Chicago, Cleveland, and New York. Numerous studies of retail prices of commodities in large cities have also been made.

The greater part of the Bureau's economic and social research work is done in the general divisions, as follows:

(1) Division of Agricultural Finance, which has made studies of farm foreclosures in fifteen cities of the Middle West; the local farm credit situation in several cities in the cotton belt; changes in the amount, sources, and conditions of farm mortgage loans in Nebraska; and coöperative studies of farm taxation in Nebraska, Kansas, Missouri, and Texas.

(2) Division of Agricultural Coöperation, which has completed a study covering the organization of the Chicago Fruit Growers' Exchange; a study of coöperative marketing in Denmark; a survey of organization problems and marketing practices of the fruit and vegetable associations of the United States; a compilation of statistical information concerning coöperative associations in the United States; a detailed study of the membership problems of the large centralized coöperative associations marketing tobacco; a study of the development and present status of the farmer-controlled creamery, based on reports from 1,273 associations; and a similar study regarding producer control of grain marketing associations.

(3) Division of Land Economics, which studies the utilization of the land resources of the nation for meeting its agricultural needs, involving cataloging all land resources, determining present and future needs for the products of the land, and outlining policies calculated to bring about desirable adjustments in use. An extensive survey of methods of land settlement in the Great Lakes states has been completed; also a study dealing in a broad way with the economic results of the national reclamation policy, and an investigation, in coöperation with the Bureau of Public Roads and the Iowa Experiment Station, to determine the influence of various local factors, particularly different types of roads, upon farm land values.

(4) Division of Statistical and Historical Research, which collects and disseminates information relating to foreign competition, develops bases for determining trends of production, measures demands for agricultural products, forecasts prices, accumulates historical records, and standardizes graphic and statistical work.

(5) Division of Farm Population and Rural Life, which studies the movement to and from farms, the farmer's standard of living, and the measures necessary to relieve farmers from excessive taxation.

(6) Division of Information, which, in addition to distributing the results of the Bureau's activities, conducts investigations into the factors affecting the consumer demand for farm products, and into the effects of various forms of publicity and advertising upon the consumption of such products.

The Bureau maintains a consolidated library which is notably rich in the statistical, documentary, and general literature of agricultural economics, and is at the service alike of research workers from other branches of the government, independent scholars, graduate students, and investigators from foreign lands.

(b) Office of Experiment Stations.

This office acts as a central agency for information and coöperation between state agricultural experiment stations in research work, and supervises the expenditure of federal appropriations for research work undertaken by them. Of 5,500 research projects reported by these experiment stations in 1925, no fewer than 235 dealt with some phase of agricultural economics, e.g., the production of agricultural commodities, marketing requirements and methods, trends of agricultural activities, types of farms, farming costs, habits and standards of living, coöperative management of warehouses, needs of farm families, rural institutions, causes and effects of declining rural population, and social service problems in different localities. The results of such investigations are published by the local experiment stations in the state where the work is done. The scope and support of this research work has been enlarged by the Purnell Act of 1925, which gave the Office of Experiment Stations authority to approve and aid "such economic and sociological investigations as have for their purpose the development and improvement of the rural home and rural life, and for printing and disseminating the results of said researches."

(c) Bureau of Public Roads.

In addition to much technical engineering research, this bureau investigates problems of road management and collects data relative to highways; takes censuses of road mileage, revenues, and expenditures; conducts studies of county and state highway systems with reference to organization, cost of operation, types of road, materials, and methods of maintenance; and examines into traffic on roads, both as to transportation problems and as to distribution costs.

(d) Forest Service.

Among proposed research projects which have an economic interest are: forest taxation; transportation costs and their bearing on lumber and stumpage prices; forest resources and requirements, by states; cut, distribution, and stumpage of forest products; stumpage, log, and lumber prices; pulp and paper statistics of foreign countries; water power and roads; form or method of studying the economic value of a road; methods of estimating amount and character of travel on roads.

9. DEPARTMENT OF COMMERCE.

Functionally, the origins of this department may be traced to a bureau of statistics set up in the Treasury Department in 1866; although, as an organization, the Department dates only from 1903—as a department separate from Labor, only from 1913. It is still the custodian of the greater part of the statistical work of the national government, although the range of this work has been enormously broadened, and important functions in connection with the promotion of the commercial, manufacturing, mining, shipping, fishery, and transportation interests of the country have been added. The divisions whose activities are chiefly of interest for present purposes are:

(a) Bureau of Foreign and Domestic Commerce.

The function of this large and important bureau is to collect, record, and disseminate statistical and other information about the country's foreign and domestic trade. The Bureau collects data through a staff directed by twenty-five commercial attachés and sixteen trade commissioners scattered throughout the world; it analyzes the staggering masses of information received by means of twenty commodity divisions and five technical divisions; and it distributes this information to American exporters and manufacturers through twenty-five coöperating offices and eleven district offices, in addition to the central office in Washington. Much of the work carried on both at Washington and in the field partakes of the character of research, the more by reason of the fact that it is not only the statistics of trade that is studied but also the economic and social conditions by which the promotion of trade is affected. Three of the five technical divisions above mentioned, i.e., those of finance and investment, domestic commerce, and tariffs, are occupied chiefly with studies relating to this general subject. The finance and investment division has completed investigations of the finances of Chile and Bolivia and is now studying those of Peru; it completed a detailed survey of the public debt, budget, banking, currency, and exchange of China within a single year; while foreign loans, tourists' expenditures abroad, and immigrant remittances abroad are other topics upon which work has been done. The domestic commerce division has completed exhaustive surveys of two domestic regional markets, those of Philadelphia and Atlanta, with the intent of presenting a comprehen-

sive picture of the economic background, resources, channels of marketing, purchasing power and habits, and effects of excess or deficiency in products of the region under consideration. Six other surveys of the kind, including one on the southeastern states, are projected.

(b) *Bureau of the Census.*

Until 1902, decennial censuses were taken by a staff specially organized on each occasion for the purpose, and when the work was completed the machinery was dismantled, to be set up entirely anew at the next census period. In the year mentioned, however, a permanent census office was established, partly with a view to developing an experienced staff, but mainly in order to enable the work to be done more deliberately, by being carried forward, in one phase or another, practically all of the time. The range of census inquiries has increased greatly, and the published reports have grown proportionately voluminous. A census of agriculture is taken quinquennially, of manufactures biennially, of vital and financial statistics annually, and of cotton and other commodities (in respect to supply, distribution, and consumption) monthly. The census records, from 1790 onwards, are invaluable sources of information and are used—though not as much as they deserve to be—for research purposes; while current publications, rich in statistical and interpretative matter, frequently constitute major contributions to economic, sociological, and other knowledge.¹

(c) *Bureau of Standards.*

This bureau was established in 1901 as a national agency for standardization and industrial research. Its work comprises the development, custody, and maintenance of standards and their improvement and application in science, engineering, industry, and commerce. In recent years it has made studies in subjects relating to tenancy and home ownership, home building, seasonal operation in constructional industries, seasonal characteristics as affecting industry and commerce, elimination of waste in building, lengthening the building season, the plumbing trade, local building codes, and zoning regulations. While, therefore, the Bureau's work is commonly thought of as relating almost entirely to the interests of natural science, in point of fact much of it touches social science even more closely.

¹ See A. A. Young, "Economics as a Field for Research," *Amer. Jour. of Econ.*, XLII, 18 (Nov., 1927).

(d) Bureau of Mines.

Although devoting much of its energy to studying the causes and modes of preventing mining accidents, this bureau also does many things that add to economic and sociological knowledge. From the first it has studied the economic conditions affecting the mining, quarrying, and miscellaneous mineral industries; and since, in 1925, it was transferred from the Interior Department and consolidated with the division of mineral resources of the Geological Survey, it has been not only collecting statistics of mineral production and resources but investigating world-wide markets for mineral products.

IO. DEPARTMENT OF LABOR.

As defined by the organic act of 1913, the purpose of this department is "to foster, promote, and develop the welfare of the wage-earners of the United States, to improve their working conditions, and to advance their opportunities for profitable employment." It goes without saying that services of these kinds are absolutely conditioned upon extensive and continuous investigation; conditions cannot be remedied or improved until there is adequate knowledge of what they are. Consequently, fact-finding—which often approaches the character of pure research—has from the first been much emphasized in the Department's work. Particularly is this true in the following bureaus:

(a) Bureau of Labor Statistics.

Historically, the Department's primary function is the gathering and publishing of labor statistics; the Bureau of Labor Statistics around which it has been built up was first established, in the Department of the Interior, in 1885 "to collect information upon the subject of labor, its relation to capital, the hours of labor, the earnings of laboring men and women, and the means of promoting their material, social, intellectual, and moral prosperity." In pursuance of this task, the Bureau has amassed great quantities of useful information on the labor supply, labor productivity, hours, wages, prices and cost of living, strikes and lockouts, labor laws and court decisions, women in industry, industrial accidents, workmen's compensation, and other labor interests, both in the United States and abroad. Data are acquired by personal visits of agents, by correspondence, by consulting reports and trade journals, and by contracting with experts to make special studies; and the tabulated results, with interpretations,

are promptly made available through a "Monthly Labor Review." Research projects now in progress or contemplated have to do with an index of productivity (output per man per hour in various industries); the increase in productivity since 1896 resulting from the use of improved machinery; the apprenticeship system; welfare work in industrial establishments; and hazardous occupations in industry.

(b) *Children's Bureau.*

This bureau was created in 1912 to investigate and report upon "all matters pertaining to the welfare of children and child life among all classes of our people." More specifically, the organization was charged with the investigation of questions of infant mortality, the birth rate, orphanages, juvenile courts, desertion, dangerous occupations, accidents and diseases of children, employment, and legislation affecting children in the several states and territories. There are three main research divisions: child hygiene, industrial, and social service. In addition, a maternity and infant hygiene division, which is charged with the administration of the Maternity Act of November 23, 1921, conducts research in its own field; and a statistical division carries on independent statistical studies, approves all schedules used in field investigations, and reviews all reports which include statistical material.

The Bureau's first large project was the investigation of infant and maternal mortality, based upon compilation and analysis of records of births and deaths and upon interviews with mothers of all children born within a given period in certain cities and rural sections. In the industrial field, the state child labor laws and their administration have been studied; also the extent, and the living conditions, of child labor in Boston, in coal-mining communities, and in various types of agriculture, including sugar beets, cotton, truck gardening, small fruits, wheat, corn, and tobacco.

The social service division has studied the prevalence and social aspects of feeble-mindedness, illegitimacy as a child-welfare problem, juvenile court legislation, juvenile court organization and its administration in ten large cities, extent and methods of treatment of child dependency and delinquency, and state laws having to do with children. Studies now (1927) in progress, furthermore, relate to vocational opportunities offered minors in leading industries; the work histories of minors of subnormal mentality; child labor in fruit and vegetable canneries; the employment of children in street trades and industrial home work; the administration of mothers' aid laws, with

special reference to standards of health, education, housing, and recreation; methods of case work with delinquent girls; the histories of children born out of wedlock; the organization and methods of child placing agencies; and living conditions of prisoners' families in Kentucky.

(c) *Women's Bureau.*

Established originally as an advisory body during war-time emergency, this bureau was made a permanent part of the Department of Labor by act of June 5, 1920. As defined in the act, its purposes are "to formulate standards and policies which shall promote the welfare of wage-earning women, improve their working conditions, increase their efficiency, and advance their opportunities for profitable employment," and "to investigate and report upon all matters pertaining to the welfare of women in industry." There is no law to administer. Hence the Bureau's work consists almost entirely of fact-finding, interpreting and publishing the results of investigations, formulating policies and standards, and coöperating with other agencies in securing adoption of the same.

The annual appropriation permits the employment of not more than fifty persons in this bureau; and, the field being far too large and varied for comprehensive investigations with so limited a staff, the plan followed has been to make cross section surveys in regions where the largest number of people will be benefited, or where no research work has been done by any other agency. Studies recently completed have dealt with the effects of applied research upon the employment opportunities of American women, women workers and family support, and lost time and labor turnover in cotton mills; also a number of surveys of women's activity in industry, by states, have been made, particularly in the South. Studies yet to be undertaken relate to married women in industry and special legislation for women in industry.

COMMISSIONS AND OTHER DETACHED AGENCIES

Outside of the ten departments are numerous commissions, boards, and other establishments which carry on investigative work, in varying amounts and of widely differing degrees of significance. Of the twelve that will be mentioned here, the first is primarily a research organization, although only to a limited extent in the humanistic field; as for the others, research is more or less incidental.

1. Smithsonian Institution.

This institution was created by act of Congress in 1846 in pursuance of the terms of the will of the Englishman, James Smithson, who bequeathed his property to the United States "to found at Washington, under the name of the Smithsonian Institution, an establishment for the increase and diffusion of knowledge among men." The Institution's affairs are administered by a board of regents consisting of the vice-president of the United States, the chief justice, three members of the Senate, three members of the House of Representatives, and six other persons; and it has found its principal field of usefulness in aiding men of science in making original researches and in publishing and distributing the results. The most notable research achievements under its auspices have been in the fields of physics, natural history, and geology. But important investigations in American ethnology were begun about 1872, and in 1879 Congress appropriated money for the establishment, within the Institution, of a bureau of American ethnology, stipulating that the researches of this special agency should "be so extended as to embrace the habits and customs of American Indians, their tribal organizations and government, their myths and ceremonies, their languages, and their arts and industries." This work is still supported by the government, and the Institution's accumulations of material, including its collections and exhibits in the National Museum, make it the foremost research agency in this field. Recent research work of the ethnological bureau includes the investigation of shell mounds on Weeden Island, near St. Petersburg, Florida; investigations among the Fox Indians at Tama Island; the exploration of the Bruton mound at Santa Barbara, California, under a joint arrangement with the Museum of the American Indian; and ethnological studies among the Indians of Labrador. Other achievements include the completion, by Dr. John R. Swanton, of the translation of stories from Koasati, Alabama, and Hitchiti-Creek texts; studies of five Iroquois tribes; and studies of child-naming rites and ceremonies of the Osage Indians.

2. Civil Service Commission.

The duties of this agency are to examine applicants for admission to the competitive classified federal service, to maintain registers of eligibles, and in general to see that appointments are made in accordance with the civil service laws, rules, and regulations. The Commission also maintains complete civil service records of federal

employees and investigates cases of alleged political activity among such employees. There is a research division, which is concerned mainly with the application of intelligence and fitness tests to civil service candidates.

3. *Interstate Commerce Commission.*

This body was created to enforce the Interstate Commerce Act of 1887, and, in doing so, to establish and maintain just and reasonable rates, classifications, regulations, and practices; to supervise the issuance of securities; to provide for the safety of employees and passengers; and to act as an intermediary between competitors in the transportation industry. Much information on railroads is contained in the Commission's accounting reports, and especially in the records of its recent investigations of the physical valuation of railroad systems. Statistics on transportation, dating from 1887, supply relatively accurate material for scientific analysis of the economics of transportation. All phases of the Commission's work are reflected in its publications, which consist of annual reports, accounting bulletins, conference bulletins, decisions, and statistical publications relating to steam railways, express companies, telephone companies, accidents, commodities, and tariffs.

4. *Federal Trade Commission.*

Established in 1914, this body is charged with investigating alleged violations of the anti-trust acts; making recommendations for readjustment of the business of any corporation found violating said acts; gathering and compiling information concerning "the organization, business, conduct, practices, and management of any corporation engaged in interstate commerce except banks and common carriers"; investigating trade conditions and trade organizations in foreign countries; and from time to time publishing such portions of the information obtained as is deemed expedient in the public interest. The Economic Division, which gathers and analyzes these varieties of information, consists of a corps of experienced economists, accountants, and statistical clerks. Studies recently completed deal with anthracite coal, gasoline, kitchen furnishings, cotton merchandising practices, war-time profits and costs of the steel industry, the grain trade, wealth and income, bread and flour, and the electric power industry. Reports and findings are published either by the Commission or by Congress.

The Commission's library contains 61,000 volumes in its legal section and 17,000 in its economic section. The latter division is espe-

cially rich in books and pamphlets on the economics of trade and industry, confidential reports of trade associations, trade directories, and trade publications; but the confidential nature of many of the reports to some extent restricts their use by outside students.

5. *Federal Reserve Board.*

Charged with supervising the affairs and conduct of the twelve reserve banks under the Federal Reserve Act, and authorized to perform various banking functions specified in that statute, this Commission maintains a division of research and statistics employing thirty persons, who are engaged chiefly in collecting various reports and statements from the reserve banks and publishing the results of their studies in a monthly "Federal Reserve Bulletin." The published statistics cover mainly the following subjects: industrial activity, commodity movements, wholesale and retail trade, foreign banking business conditions, banking statistics of federal reserve banks and member banks, gold and silver imports and exports, and foreign exchange rates.

6. *United States Tariff Commission.*

This agency was established in 1916 to investigate the operation and effects of the customs laws and their relation to the federal revenues; to study tariff relations between the United States and foreign countries, commercial treaties, economic alliances, and the conditions, causes, and effects of competition of foreign industries with those of the United States; and to make reports thereon to Congress and the president. Among specific studies that have been completed are those dealing with the revision of customs-administration laws, changes in tariff rates, reclassification of commodities, the effects of war disturbances, and international tariff policies; in addition, there have been censuses of dye-stuffs and other coal-tar chemicals, and surveys of various commodities. Besides its annual reports and several miscellaneous pamphlets, the Commission has published results of its studies in a "Tariff Information Series" and in "Tariff Information Surveys."

7. *Federal Board for Vocational Education.*

Established in 1917 to supervise the expenditure of money given by the national government to the states for vocational education, for teacher training, and for civilian vocational rehabilitation, this board is also directed to make, or to have made, studies and investigations

in these fields and to bring the results to the attention of the various state boards which supervise the actual educational work. This research deals almost entirely with the ways and means of improving the efficiency of instruction, organization, or selection of what is to be taught. It is carried on in four main sections—agriculture, home economics, trade and industry, and commerce—often with the co-operation of the Department of Labor or of Commerce, the Bureau of Education, bureaus of the Department of Agriculture, and various state colleges and experiment stations. Specific projects undertaken have had to do with analyzing the work of women in the home, retail selling, apprenticeship, foremanship, clothing for the family, health of the family, and work for negroes.

8. United States Shipping Board.

This agency was established in 1916 "for the purpose of encouraging, developing, and creating a naval auxiliary and naval reserve and a merchant marine to meet the requirements of the commerce of the United States." In addition to its administrative duties, the Board is empowered to investigate many phases of the shipping business, such as the action of foreign governments with respect to privileges offered and burdens imposed on vessels of the United States; the relative cost of constructing vessels at home and abroad; the rules under which such vessels are constructed; marine insurance; the classification and rating of vessels; and the navigation laws of the United States. A bureau of research receives the reports on tonnage from shipowners as required by the Shipping Act, and maintains the only existing records of volume of cargo tonnage of commodities moved in foreign and intercoastal trade, the ports of origin and destination, the type, size, and nationality of carrier vessels, and the amounts of passenger traffic. Among surveys recently completed are those of water-borne foreign commerce between the United States and various foreign trade regions in 1922, 1923, and 1924.

9. Railroad Labor Board.

This board was created by the Transportation Act of 1920 to hear and decide disputes, involving grievances, rules, and working conditions, between carriers and their employees and subordinate officials. Besides discharging quasi-judicial and administrative duties, the Board conducts investigations into economic conditions of railroad employees. It is required to gather, classify, digest, and publish data relating to wages, hours of labor, and the respective rights, privileges,

and duties of carriers and employees. It has prepared a classification and index of steam railroad occupations, and has published a number of pamphlets under the title of "Wage Series."

10. Federal Power Commission.

Established in 1920 to exercise general administrative control over all water-power sites and projects on the navigable rivers and public lands of the United States, this commission is authorized to conduct investigations and collect data on water-power resources and their relation to interstate and foreign commerce. It has studied the relation of power sites to markets, the status of water sources, and general schemes of water-power development. Special studies are being made of the Deschutes River project in Oregon, and of the resources of the St. Lawrence, Columbia, and Colorado Rivers.

11. United States Employees Compensation Commission.

This commission, established in 1916, passes on all claims for compensation arising from injuries sustained by employees of the United States while in performance of their duties, and it administers compensation in cases of claims allowed. It compiles facts concerning the causes, nature, and frequency of injuries, and the cost of compensation and other payments. With the coöperation of state medical associations, it has gathered data on standards for payment of industrial medical service.

12. United States Bureau of Efficiency.

This bureau, created in 1916, is charged by law with two functions relating to government personnel; (1) the establishment of a system of efficiency ratings for the classified service in the several executive departments in the District of Columbia, and (2) the administration of the Classification Act of 1923 in conjunction with the Bureau of the Budget and the U. S. Civil Service Commission through the Personnel Classification Board, whose membership consists of one representative of each of the three establishments. After extended study of the problems involved, the Bureau, in 1925, completely revised the system of ratings applicable to the departmental employees, and extended the system to embrace virtually all employees in the classified departmental service. Investigations of classification and other personnel matters are all the time going on. In subject matter, the research work of this public agency ties up closely with that of a branch of the private Institute for Government Research, i.e., the Bureau of Public Personnel (See p. 209).

CHAPTER XV

FOUNDATIONS AND ENDOWMENTS IN RELATION TO RESEARCH

WHAT is commonly regarded as the first American "foundation" was the Magdalen Society of Philadelphia, incorporated in 1800 to maintain a home for "unhappy females who are desirous of returning to a life of rectitude." A small number of other special establishments made their appearance in the next hundred years, but it has been chiefly since 1900 that the creation and operation of foundations has become, as some one has remarked, "almost a major industry." In 1926 it was possible to list more than 150 organizations of the kind, with aggregate funds considerably exceeding one billion dollars.¹

It goes without saying that these establishments are highly diverse in origins, objects, methods, and significance. About all that they have in common is the custody, handling, and disposal of funds. The more important ones are legally incorporated, with responsibility centered in a board of trustees, ex-officio, self-perpetuating, or otherwise. Others, of less magnitude, are more loosely organized. Some are designed to operate in a very definite and limited field, e.g., the maintenance of a given type of scholarships, or the administration of relief in a specified city. Others are left free to work in a broad, or even boundless, domain, notably in the case of the most richly endowed of them all, the Rockefeller Foundation, which exists to "promote the well-being of mankind throughout the world." A third of the whole number are in the nature of community trusts, i.e., local (usually municipal) reservoirs into which are poured sundry donations or bequests of a charitable and philanthropic nature, the principal being invested and the income expended in bulk. An appreciable number of others, while differently constituted (usually endowments created by individuals), are also of a wholly philanthropic character. Still others are designed (*a*) to aid special groups, e.g., negroes, teachers, young artists, orphans, etc., or (*b*) to help special causes, as peace, political reform, or the improvement of foreign relations. Several are authorized to do various of these things simultaneously.

¹ *Bulletin of the Russell Sage Foundation Library*, No. 78 (Aug., 1926).

But still another group either have as their sole object the promotion of research or are so constituted as to be disposed to make research one of the main objects of their beneficence. It is, of course, these alone that are of interest to us here, although a few foundations that concern themselves more or less incidentally with research have been mentioned in an earlier chapter (XII). There has been, indeed, in the past ten or fifteen years a remarkable turning of foundations to investigative work. Even where relief, education, or other forms of popular activity continue to be the primary concern, research has frequently been developed as a necessary basis or aid; and increasing numbers of new foundations have been set up for research purposes alone. Typical is the case of the Magdalen Society of Philadelphia, which, instead of maintaining a home for unhappy females desirous of returning to a life of rectitude, has lately become (in 1920) the White-Williams Foundation, engaged in the "progressive solution of . . . problems . . . which affect the immediate or ultimate interests of children or youth of school age." And great establishments like the General Education Board have—in this particular instance, in the domain of medical research and instruction—turned to the support of productive scholarship both money and moral stimulus which have given a new aspect indeed to the entire research situation. No one who, even though previously unacquainted with developments in this direction, has noted the recurring mention of the Carnegie Corporation, the Laura Spelman Rockefeller Memorial Foundation, the Commonwealth Fund, and the General Education Board in earlier chapters of this report can fail to be impressed with the large and growing rôle played by the major educational foundations in the expansion of research activities in this country in recent years.

From the point of view of the amounts of money expended in aid of investigative work, the most important of these establishments are undoubtedly (1) four in the "Carnegie group," i.e., the Carnegie Corporation of New York, the Carnegie Institution of Washington, the Carnegie Endowment for International Peace, and the Carnegie Foundation for the Advancement of Teaching, (2) four in the "Rockefeller group," i.e., the General Education Board, the Laura Spelman Rockefeller Memorial Foundation, the Rockefeller Foundation, and the Rockefeller Institute for Medical Research, (3) the Russell Sage Foundation, and (4) the Commonwealth Fund. With these eight or nine institutions chiefly in mind, certain salient features

or characteristics of foundations, on the research side, may be briefly mentioned.²

In the first place, speaking broadly, the foundations do not initiate or conduct research, except in the form of preliminary inquiries designed to guide in reaching decisions about projects to be supported, inquiries to be stimulated or subsidized, or other matters of policy. These preliminary inquiries are sometimes of a rather extensive character, notably in the case of the Carnegie Foundation for the Advancement of Teaching; and both the Carnegie Institution of Washington and the Russell Sage Foundation themselves carry on fundamental research on a large scale. Nevertheless, in the main, the greater foundations promote scholarly work by extending financial assistance to programs or projects which are brought to their attention from the outside, or to institutions, e.g., research bureaus, councils, or institutes, over which they have, and desire to have, no administrative control.

In the second place, in deciding where to give aid they rely very largely upon outside, expert advice. Many requests that reach them can be seen at a glance to fall beyond their range of interest—at all events at the moment—or for other reasons to have no claim to serious consideration. On these no deliberation is required. But those that on their face are suitable, or at any rate make some appeal, have to be scrutinized closely; and for this purpose the assistance of scholars who presumably know best whether the given project is feasible, whether it is important, and whether those who want to embark upon it are sufficiently capable, is almost invariably sought. This advice may be solicited from a few isolated scholars, or from a learned society or other previously existing group, or from a committee or conference specially set up for the purpose. The trustees of a foundation make no pretense to being experts; they are merely the custodians of funds. In respect to most proposals, the executive officers also—the president, the heads of divisions, and their assistants—are only laymen. In the nature of the case, funds cannot be turned to an enterprise, however urgently presented, until it has been dispassionately examined and judged by persons best qualified to measure the significance of the results that might be expected to flow from it. Neither the predilections of the staff nor the importunity of the

² The Rockefeller Institute for Medical Research falls entirely outside the scope of the present survey and accordingly is not further taken into account in this chapter.

applicant is allowed to guide, as against the impartial advice of professional bodies.

Another general feature is the unwillingness of the foundations, save in rare instances, to make grants directly to individual investigators. To do this would mean not only to enter into a chain of relationships that would require a great deal of administrative machinery but—what is far more objectionable from the foundations' view-point—to assume a degree of responsibility for the management of research and for the quality and bearings of the results obtained. The last thing that the major organizations of this kind want to do is to supervise, or in any way control, the actual carrying out of a piece of research. Once the initial decision to support an inquiry has been reached and the money made available, the foundation wants to have nothing more to do with the matter, aside, of course, from watching the outcome with a natural interest. Accordingly, grants are regularly made only to organized agencies—colleges or universities, institutes, bureaus, councils, or at any rate groups of some kind—which can bring to bear the requisite amount of expert coördination and control, and which will be responsible as such before the scholarly world, in lieu of either the foundation or the individual researcher, for the best possible use of the allotted funds and for the quality, the form, and frequently even the publication, of the results.

By the same token, foundations are much more interested in large, coöperative, exhaustive research undertakings than in small, fragmentary, isolated pieces of investigative work. Fully aware that in the last analysis scholarship is advanced by the patient and ingenious efforts of the individual scholar, they nevertheless strongly prefer that the workers to whom they give aid shall be measurably linked up in connected or coöordinated enterprises which can be mapped out broadly, organized and pursued systematically over the necessary periods of time, and brought to conclusions that will have merit and significance for their completeness. Small individual grants in aid of research, such as are administered by the American Council of Learned Societies (See p. 108), have their uses;³ but the foundations, after in some cases (e.g., the Carnegie Institution of Washington) experimenting somewhat extensively with them, have decided to throw their support chiefly to larger, coöordinated research undertakings. These must, furthermore, be of a reasonably definite nature, and not mere unformulated aspirations or omnibus proposals. A foundation would hardly be interested in endowing even a learned

³ These are, of course, made possible by a grant by a foundation.

society simply for research in general, much less for the support of such an organization's miscellaneous activities.

It is hardly necessary to say that every foundation seeks to determine as precisely as possible—subject to necessary readjustments—the subjects in which it will interest itself, the field or fields in which it will operate. Even in the case of an establishment such as the Carnegie Endowment for International Peace, whose domain is rather definitely marked out by the terms of its charter, there is a good deal of room for choice as to methods, emphasis, and the more immediate objectives. In the case of a foundation charged simply with "promoting the well-being of mankind throughout the world," there is, of course, the widest possible range of selection.⁴ Some of the existing foundations have more clearly visualized their field and formulated what they are trying to do than have others. The Rockefeller Foundation has done so to an exceptional degree, the Commonwealth Fund rather less—at all events until recently—than most of the others. All, naturally, are feeling their way as they go; none would be willing to tie itself up irrevocably to a stated program, except in so far as the features of that program were predetermined by charter provisions. Experience, however, has gone to show, says a former executive officer of the Carnegie Corporation, "that . . . foundations will do their best work for the advancement and diffusion of knowledge by limiting their activities, over a period of time at least, to certain chosen fields in which they may hope not only to obtain cumulative results, but in which they may also hope to note with some degree of certainty the effects of their efforts."⁵ Many examples of specialization practiced in pursuance of this principle will be cited later in the present chapter.

Finally, it is to be observed that the foundations are not enemies of one another—nor even rivals except in the most friendly spirit and in the most constructive sense. Almost all have their executive

⁴ "The opportunities for service are so numerous, and all of them promise such large returns of usefulness, that a philanthropic foundation is in a position not very different from the individual whose decision in favor of one or another form of service is usually a matter of personal preference. There are limitations, however, upon the foundations, some that are inherent and general, while some are specific in the charters, and the evident obligation rests upon the foundations as public trusts to do, or to attempt to do, those things which the individual or the community cannot do, at least as quickly or as well." Max Farrand, in *Annual Report* [as general director of the Commonwealth Fund] for 1920, p. 9.

⁵ Carnegie Corporation of New York, *Report of the Acting President*, 1923, p. 15.

offices in New York City, facilitating easy contact back and forth; each one knows not only what the others are doing but, for the most part, what they are planning. Collaboration in support of a given research project or institution is not infrequent; indeed, it is a familiar expedient of seekers after funds to approach two or more foundations simultaneously with requests for equal contributions, and one foundation will sometimes make a grant on the express condition that a similar grant is obtained from one or more of the others. Coöperation based upon deliberate division of labor—the most pronounced tendency in the research world today—is characteristic of the great sustainers, even as it is of the great performers, of investigative work.

It goes without saying that the foundations—the men who have made them possible and the men who administer their affairs—reap a rich reward of gratitude and commendation. They are also, however (particularly the eight or ten whose activities are most conspicuously of an educational character) the objects of a considerable amount of suspicion, apprehension, and frankly expressed criticism. Some schools of opinion hold the very existence of the larger establishments to be contrary to sound public policy. We are by no means in the position of England in the days of Henry VIII, when half the wealth of the country was tied up in foundations—of an ecclesiastical character they were, of course, at that time. Nevertheless an appreciable part of the wealth of the United States today is held by foundations and endowments, which are not taxed and are supposed to be pretty largely exempt from control by public opinion or by legal process. Present-day economists hold more liberal views on the subject than did Henry VIII and his advisers, who in point of fact were rather more concerned about getting at the sixteenth-century strongholds of wealth than about religious changes, or than did the older economists of the generation of Adam Smith and Turgot, who cherished grave doubts as to the wisdom of the custody and distribution of wealth through continuing trusts, even when devoted to philanthropic and educational purposes.⁸ Still, it is urged in some quarters that the state should have taxed away the surplus capital of the Carnegies and the Rockefellers and turned it to use through the constituted public channels. Or, it is said, the surplus wealth which has been taken in the form of profits should have been distributed by the industrial leaders to the masses of the people in the form of higher wages, with a corresponding increase in the nation's purchasing power, enabling the

⁸ H. S. Pritchett, "The Use and Abuse of Endowments," in Carnegie Corporation of New York, *Report of the Acting President*, 1923, pp. 7-14.

people to improve their own physical, economic, and intellectual position.

These are, of course, extreme views; and most people would feel that, even if conceded to be sound, they are utopian and academic. The state has not taxed surplus profits generally out of existence; there is no reason to expect that it will do so in the future. The foundations, on their part, already exist. The state might, if it chose, tax an unpopular foundation, or all foundations, out of existence; but there is no prospect that it will do so. With only two or three exceptions, the trustees of the greater establishments could legally distribute not only interest but principal, to the point of completely exhausting it; but although principal has been reduced by this method in certain instances, e.g., the General Education Board, it would be futile to expect the problem of the foundation, such as it is, to be solved by this drastic method. On the contrary, foundations will undoubtedly continue to multiply; and although in the nature of the case most of the new ones, like most of the existing ones, will be small, in a country with fifteen thousand millionaires anything is possible, and the next twenty-five years may quite possibly see either the creation of several new establishments of great size or the enlargement of some of the present ones, or both. At all events, a great deal more conviction on the subject will have to be developed before the foundation of first magnitude will stand in any danger of being squeezed out of the country's educational apparatus.

From a different direction, there is criticism on the ground that the organizations do not make the wisest use of the funds at their disposal. Thus, the Carnegie Endowment for International Peace is accused of turning its resources largely to the production of a monumental history of a past, rather than using them expressly for the prevention of a future war;⁷ and others are charged with dissipating their energies by supporting numerous small and unrelated enterprises rather than concentrating upon a few great outstanding undertakings. The Carnegie Endowment would, of course, reply that a thorough study of what the recent World War actually meant in the economic and social life of civilized mankind may very well be one of the most effective ways of keeping men from going to war again; and as for the accusation of scattering, aimed at other organizations, almost any one of them could show that a major trend in its policy has been away from random and isolated projects to large co-ordinated, continuous enterprises.

⁷ See p. 344.

Various persons and groups also level criticism at the foundations on the score that the grants which they make will "dry up the springs of individual philanthropy." The impression will come to prevail, it is argued, that the interests of research, no less than of social amelioration, are in competent and willing hands, and that accordingly there is nothing more to be done. University administrations will fall into the easy habit of depending upon the foundations to finance their research men; people of means will see no reason why they should turn their gifts to enterprises which presumably will be taken care of from 61 Broadway or 522 Fifth Avenue. The answer to this charge—even though a residue of justification may remain—is two-fold: first, that experience in these last fifteen or twenty years has not borne it out, and second, that so far as research activities are concerned, demand for money so far outruns the amounts which the foundations are likely to supply that other possible sources are in no visible danger of ceasing to be tapped. Commenting on this general point (though not specifically from the angle of research), President Keppel of the Carnegie Corporation says in his latest annual report: ". . . the foundations have not dried up the sources of other support, as had been prophesied, but . . . on the contrary, never before have there been such gifts from individuals—notably from the alumni of our colleges—nor such generous allotments from public revenues, local, state, and national. Almost without exception, however, these contributions from other than foundation sources have been for the benefit of specific institutions. What has been expended for the basic studies, experiments, and demonstrations upon which progress the country over and in all fields must necessarily depend, has come almost wholly from the foundations. Without prejudice to the value of the grants made by them for the general purposes of existing institutions, notably the gifts toward the general endowment of colleges and universities, it is becoming generally recognized that the most vital contribution of the foundations lies in their support of these studies, experiments, and demonstrations."⁸

The most trenchant and significant criticism of the foundations—from the point of view, at all events, of strictly intellectual interests—is, however, none of the foregoing, but rather the charge that their system of subventions operates now, and will operate even more powerfully in the future, to place restriction on the spontaneity, independence, and variety of productive scholarship. Large sums of money are known to be available for research and other closely allied

⁸ Carnegie Corporation, *Report of the President and Treasurer*, 1926, p. 31.

educational purposes. But before an investigator, or a group of investigators, can draw upon them they must satisfy a board of trustees that the project is not only feasible but desirable. In favoring some and disfavoring others—in manifesting interest in certain subjects or directions of inquiry and holding aloof from others—the foundations (so it is argued) intentionally or unintentionally give slant or bent to the entire forward movement of research. Furthermore, it is alleged, gifts of foundations frequently have “strings” attached which practically predetermine not only the subjects of inquiry but also, at least within general bounds, the results that are to be arrived at: the findings of a supported economic bureau are expected to be orthodox, those of a government bureau to be consistent with “sound principles of government.” The trustees and officers of the foundations have opinions. They also have money. The universities, research councils, or bureaus also have opinions; but often no money—never enough. The temptation is strong to accept money, even at the risk of opinions; and even though the foundations may emphatically disavow any intention or desire to impose their own views, and notwithstanding that the research agencies protest their devotion to absolute independence of thought and speech, the very relationship set up prejudices the freedom of inquiry. Acceptance of money and expectation, if all goes well, of receiving more, in the nature of things subjects the beneficiary to potential control. Twenty-five or fifty years of this sort of thing, it is argued, will tend to bring a great part of the country’s best intellectual life under the more or less deliberate, more or less conscious, domination of a network of powerful economic and social interests—the conservative, propertied, “safe” interests of the accumulators of great wealth and the administrators of its benefactions. Educational standardization will, as William James feared, supplant “wise provincialism”;⁹ monopolistic control, analogous to that which has brought a large share of American industry under the dominance of a small group of people, will eventually harness and direct the intellectual and educational interests and activities of the country as well.

These lines of thinking are not merely speculative and academic. They have led to a reaction in medical circles against the standardization and other forms of control already felt at the hands of the General Education Board, the Carnegie Corporation, and one or two other leading foundations that have concerned themselves on a large

* Paper read at first meeting of American Association of University Professors.

scale with the promotion of medical education and research.¹⁰ They led the regents of an important state university (Wisconsin) to vote in 1925, as a matter of general principle and policy, in future to accept no "gifts, donations, or subsidies . . . from any incorporated educational endowments or organizations of like character." They have prompted many individual scholars to give private, if not public, expression to doubts and apprehensions. Even some of the research organizations supported by the foundations, e.g., the Social Science Research Council are now and then thought to be in danger of developing a monopolistic control inconsistent with the best interests, in the long run, of intellectual initiative and freedom.

Undeniably, we have here a real problem. The hopeful thing about it is that the foundations themselves—at any rate most of them—recognize and frankly admit that the problem exists. Not long ago, the president of one of the most important of the group delivered before the Association of American Universities a notable address on "the opportunities and dangers of educational foundations."¹¹ "What lies behind the fear of the concentration of great funds in the control of a comparatively small number of people," he said, "is, of course, the possibility that the income from funds of this size may be so directed as ultimately to create a nation-wide limitation upon the freedom of human thought and human action. It should be added, therefore, that certain men and women who feel no alarm as to undue concentration are nevertheless apprehensive as to the future. They fear, not a deliberate attempt at control, but rather an unconscious limitation of the field of foundation interests and activities through a limitation of the angle of vision of those in control. The trustees originally chosen are, they say, conservatives, and, naturally enough, because the fiduciary responsibility of these boards is an essential part of their job, and those competent by training to handle large sums of money are pretty sure to be conservatives. As vacancies occur, they will inevitably be filled, in the opinion of these doubters, by others of the same stripe. As to the safeguarding of the funds, this is all right, but as to the distribution of income, in other words, as to the program of the foundation, is it the experience of mankind that the ideas upon which future progress depends are welcome to those who are satisfied with things as they are?

¹⁰ See H. Zinsser, "The Perils of Magnanimity," *Atlantic Monthly*, CXXXIX, 246-250 (Feb., 1927).

¹¹ F. P. Keppel, president of the Carnegie Corporation of New York. See *Addresses and Proceedings, 27th Annual Conf. of Assoc. of Amer. Universities* (1925), 64-73.

"It is a fair question, and a question of which a good many of the members of the existing boards are perfectly cognizant, in spite of their conservatism. They are all looking for younger people to fill vacancies, and this in itself involves a shift of the center of gravity toward what we call the left. They sometimes consciously seek a man with whom they know they will disagree on most points. A procedure which minimizes the danger of an ingrown board is now the accepted order in the community trusts, and these are destined, I think, to take an increasingly important place in the picture as time goes on. . . .

"In my opinion, the real danger lies, not in concentration of wealth, or in conservation or radicalism, but in a misunderstanding of function. Danger arises whenever any group with power in its hands, whether it be a state legislature, or the board of a university or of a foundation, believes it to be its business to use its power to direct opinion. Any such group is a dangerous group, regardless of the manner of its make-up and regardless of whether its action is conscious or unconscious, and, if conscious, whether benign or sinister in purpose.

"Let me add that a comparison of the programs of the foundations say of five years ago and of today, will, I think, show that the foundations themselves are coming to have a progressively clearer understanding as to the distinction between the advancement of knowledge and the direction of opinion."

As the same authority goes on to point out, the most effective safeguard against any employment for unworthy purposes of the funds entrusted to the greater foundations is the broadly coöperative character of the organizations' activities. There will always be chances for the private opinions or prejudices of trustees or administrative officials to exert undue weight in decisions arrived at, and mistakes both of commission and omission will continue to be made. But the fact remains that, although in most cases rather recently established, and therefore relatively inexperienced, the foundations, taken generally, have to their credit a long list of notable services to the cause of productive scholarship in this country. They may have exceeded their proper functions in some instances, and persons who have at heart the future of intellectual virility and freedom may be—undoubtedly are—warranted in keeping a sharp lookout in their direction. This is not to say, however, that they are a menace, or even a doubtful asset. They are, on the contrary, a great—one is tempted to say, an indispensable—resource. Still in the experimental stage, most of them are conscientiously feeling their way along the paths of greatest useful-

ness. One would be inclined to add that a little more publicity on the part of some of them would help remove antipathies that linger in certain quarters, were it not for the fact that, even now, any responsible person who desires information on any phase of a foundation's organization, program, and activities can usually obtain it by reading published reports or by corresponding with the president or other executive officer. One might wish, too, that some means could be found of dispensing with self-perpetuating boards of trustees. Self-perpetuating governing bodies are always potentially bad, even though one is obliged instantly to admit that, particularly in such domains as those in which the foundations operate, a governing board from which the self-perpetuating element is wholly absent suffers from other, and it would seem no lesser, dangers and disabilities.¹²

There are two or three specific directions in which it would appear that the foundations might well enlarge their present activities in behalf of productive scholarship. The first of these is publication. As has been emphasized in various connections, the need of more generous financial provision for publication and distribution of the results of research is, in several fields, very great. Within the past five years, the Carnegie Corporation and one or two other foundations have made notable grants for publication purposes. By all testimony, the situation calls, however, for far more relief than has yet been given.

A second suggestion is that more extensive and permanent provisions be made for modest grants-in-aid, on the plan of the grants administered by the American Council of Learned Societies from funds supplied by the Laura Spelman Rockefeller Memorial Foundation (See p. 108). No one not intimately acquainted with the actual limitations and embarrassments under which scholarly work goes on, particularly in the universities and colleges, would imagine that subventions of three or four hundred dollars, or even less, would make so big a difference in the intellectual life of investigators, older as well as younger. The nature and number of applications received by

¹² A prominent and experienced scholar has lately said to the writer that to his mind the greatest single contribution that could be made by one of the foundations would be the financing of a study of the problem of so constituting the governing board of permanent or semi-permanent philanthropic and educational trusts as to maintain a reasonable stability and independence and yet to secure an element in their composition which, in the long run, would prevent the domination of the *morte-main*, and which at all times would insure the infusion of new blood drawn from wholesome, but independent, organisms. "There may," he adds, "be no solution, but that is no reason why the effort should not be made to find one." Cf. *The General Education Board; An Account of its Activities, 1902-1914* (New York, 1915), 4-5.

the committee administering the above-mentioned grants, as well as by other authorities in similar position (including research committees in the universities), indicate that in this direction lies a very broad field of usefulness.

Finally, there is need that the foundations take more notice of the research situation in the state universities and contribute more generously to relieving it. It is not surprising that the great bulk of financial assistance hitherto extended to productive scholarship by the foundations should have gone to institutions of the type of Harvard, Columbia, and Chicago; except in the case of North Carolina, hardly a state university has received any notable grant of the kind. In practical, professional fields like agriculture, engineering, and business, the state may properly enough be left to make its own provisions, for research no less than for teaching. But it is submitted that in the older humanities, and even in the social sciences, the tax-payers—whatever their theoretical obligation—cannot be depended upon to sustain pure scholarship on a parity with such scholarship in the endowed universities; whence it arises that, unless the indefensible position is taken that the disciplines mentioned are to be dropped out or permitted to go along indefinitely on an inferior level, private beneficence must be enlisted in their behalf somewhat commensurately with the extension of aid to the research interests of humanists at Columbia, Chicago, and other places. As has been pointed out elsewhere, the state universities will have to develop more adequate organization for the promotion and management of humanistic research, and their scholars will have to be able to approach the foundations with carefully matured coöperative projects and programs.¹³ But the foundations may properly be invited to show a deeper concern about productive work in publicly supported institutions and by so doing to overcome the impression which undoubtedly is widespread at present that when something important is to be done for creative scholarship, trustees and executives instinctively turn to the endowed universities and colleges rather than to the other sort. It would be a graceful gesture, even if nothing more, if some foundation were to call a representative conference on the outlook for research—humanistic only, or general—in the tax-supported institutions of the country.

The foundations which have to do, in some fairly important way, with humanistic and social research at the present time are as follows (the order of enumeration being merely alphabetical) :

¹³ See pp. 81-82.

I. CARNEGIE CORPORATION OF NEW YORK.

Frederick P. Keppel, president, 522 Fifth Ave., New York City.

Having, between 1902 and 1910, endowed five great institutions—the Carnegie Institute at Pittsburgh, the Carnegie Institution of Washington, the Carnegie Foundation for the Advancement of Teaching, the Carnegie Hero Fund Commission, and the Carnegie Endowment for International Peace—with a total of eighty to ninety million dollars, Mr. Carnegie, in 1911, dedicated the great bulk of his remaining fortune to public uses by establishing the Carnegie Corporation and endowing it with the sum of \$125,000,000. "His intention, as clearly expressed in his deed of gift, was that this foundation should, in reasonable measure, support and develop the existing institutions he had already created; but the greater purpose that he had in view was to provide an endowment for all time, whose income should always be liquid, and should thus be available for generation after generation to be applied to the causes which each generation of trustees might find most significant."¹⁴ In pursuance of this grant, the Corporation was chartered under the laws of the state of New York, on June 9, 1911, "for the purpose of receiving and maintaining a fund or funds and applying the income thereof to promote the advancement and diffusion of knowledge and understanding among the people of the United States, by aiding technical schools, institutions of higher learning, libraries, scientific research, hero funds, useful publications, and by such other agencies and means as shall from time to time be found appropriate therefor." The field of operation was confined to the United States, although in 1917 the charter was amended to permit the Corporation to hold and administer a fund of ten million dollars devoted to the purposes of the trust in the Dominion of Canada and the British Colonies.

During the first eight years of its history, the organization was under the personal direction of its founder, who was himself president of the Corporation. Shortly after his death, in 1919, Hon. Elihu Root became (as he still is) chairman of the board of trustees, and Professor James R. Angell, of the University of Chicago, became the chief full-time executive officer, with the title of president. Dr. Angell soon resigned to accept the presidency of Yale University; and after an interim period of service by Dr. Henry S. Pritchett, the present president, Dr. Frederick P. Keppel, former dean at Columbia Univer-

¹⁴ Carnegie Corporation of New York, *Report of the Acting President* [H. S. Pritchett], 1922, p. 6.

sity and assistant secretary of war, assumed office in 1923. Meanwhile, in 1922, the membership of the board of trustees was increased from the original eight to fifteen.

Charged with promoting "the advancement and diffusion of knowledge and understanding," the trustees and officers of the Corporation could justify almost any form of activity relating to intellectual, educational, and scientific matters. The charter, however, in effect directs them to proceed by aiding other agencies to do their work in the social order, rather than to undertake the operation and conduct of such agencies upon their own responsibility. Accordingly, new agencies are called into existence only when none that will serve a given purpose already exists; and even such new agencies are kept organically independent of the originating and supporting body. The bulk of the Corporation's work consists in turning financial assistance, with as much intelligence and discrimination as possible, to organizations or agencies, previously existing or created *ad hoc*, and believed to be capable of rendering important intellectual, educational, or scientific service in directions in which the Corporation's interests at the given time extend. That there is no lack of opportunity is indicated by the fact that during the single year ending September 30, 1926, a total of 428 applications were acted upon, of which seventy-nine were granted, four were referred to other agencies, and 345 were declined.

The range of the Corporation's interests and activities is inevitably wide, and is, of course, shifting rather than static. Any project or service that promises large and significant contribution to "knowledge and understanding" among the people of the United States is potentially of interest, although obviously only certain carefully selected activities can be followed up or stressed at any particular time; and the sound principle prevails of concentrating major effort upon a few large undertakings, to be carried along until definite results are attained, as opposed to spreading activities more thinly and ineffectively over a broader field." "It is the judgment of the trustees that their efforts will be more fruitful and more likely to be cumulative, if, taking up a particular cause, they assist it over a term of years long enough to try out the conception which lies back of its claims for usefulness and support. On the other hand, it is likewise the judgment of the trustees that their funds should not be permanently pledged to one or another of these causes, but that they should be free at all times to give up the support of an enterprise which has become well established, or which has shown only mediocre results,

or which for one reason or another seems less significant at the time than other projects to which their attention may be directed.”¹⁵

The operations of the Corporation, over a period of sixteen years, make up a diverse and imposing list. To mention first a few of the most important of those having to do less directly—in some cases not at all—with research: (1) In earlier years, large sums were granted to colleges and universities for endowment, current expenses, and land, buildings, and equipment (\$8,357,500 in the years 1911-22 inclusive), although of late relatively few initial grants of this nature have been made. (2) In pursuance of Mr. Carnegie's keen and generous interest in the improvement of library facilities, many millions have been spent on buildings to house public libraries. This form of activity has now been practically given up, but on the other hand the Corporation in 1926 adopted a great program in library service, involving the expenditure of \$4,500,000 in the next ten years in improving and expanding existing library schools, founding and eventually endowing a graduate library school of a new type at the University of Chicago, and furthering a variety of enterprises of the American Library Association. (3) In 1917 the Corporation made possible the creation of the Teachers Insurance and Annuity Association by a capital grant of \$1,000,000. (4) Systematic encouragement of the fine arts as a subject of instruction and study, particularly in the colleges, was undertaken in 1924-25, and in 1926 the sum of \$600,000 was turned to this purpose. (5) In 1923 an exhaustive study of engineering education in the United States was launched, and with the aid of over one hundred faculty committees on the subject, the inquiry has since been successfully carried out. (6) A strong interest in the problem of adult education having been developed among the Corporation's trustees and officers, a large program in this field was inaugurated in 1926 with an initial appropriation of \$300,000. (7) An extensive “Modern Foreign Language Study” (mainly pedagogical), sponsored by the American Council on Education, has been given support by the Corporation to the extent of some \$200,000 since the work was started in 1924.

From the beginning, however, the Corporation, charged as it is with “the advancement of knowledge,” has considered the direct promotion of research not only within its province but one of its principal obligations. During the first twelve years only three per cent of its outlays were for scientific research, but in more recent years

¹⁵ Carnegie Corporation of New York, *Report of the Acting President*, 1922, p. 13.

the proportion has steadily risen. The Corporation does not itself, of course, undertake research, although it may, and occasionally does, initiate a line of inquiry which necessitates the setting up of certain special, temporary research machinery. Even in such a case, the organization created is largely or entirely self-controlling; and, in the main, funds are bestowed upon pre-existing agencies whose research programs appeal as significant and otherwise deserving. In accordance with this general procedure, the Corporation has (most largely within the past five or six years) extended aid to creative scholarship in the following notable instances, among others: (1) Impressive sums have been spent in aid of many forms and projects of medical research, with which, however, the present report is not concerned. (2) In 1922 a liberal grant was made for physical and chemical researches into the nature of matter, to be carried on at the California Institute of Technology, but again outside the range of the present survey. (3) In 1919 the sum of \$5,000,000 was placed at the disposal of the National Academy of Sciences, approximately \$1,350,000 for erection of the Academy's splendid building in Washington (See p. 169) and the remainder for support of the work of the National Research Council. In a very real sense, this last-mentioned remarkable institution, as we know it today, has been made possible by the Corporation's subvention. (4) In 1922 the sum of \$100,000 was contributed to endowment of the American School of Classical Studies at Athens, and also \$200,000 for the erection of the Gennadeion, the building in Athens which houses the invaluable Gennadius library of Greek history, literature, and art. (5) In the economic field, the Corporation made possible the establishment of the Institute of Economics (See p. 186) by a grant of \$1,650,000, spread over a ten-year period, founded (with the trustees of Stanford University) the Food Research Institute (See p. 195) and made financial provision for it, and has contributed liberally to the support of the National Bureau of Economic Research (See p. 183) and the Institute for Research in Land Economics and Public Utilities (See p. 188). (6) In 1922 an appropriation of \$25,000 was made for the work of a committee on the establishment of a permanent organization for the improvement of the law, and in the following year the Corporation undertook the support of the newly organized American Law Institute, appropriating for the purpose the sum of \$1,075,000, payable in instalments through a period of ten years. To these benefactions in aid of scholarly work should, of course, be added grants aggregating \$600,000 to the Carnegie Endowment for International Peace, in

aid of the "Economic and Social History of the World War," and the appropriation, in 1925, of \$5,712,500 to the Carnegie Institution of Washington as a contribution to the working capital of that organization for use in the extension of its diverse research activities.

A considerable share of the Corporation's yearly outlay (totaling about \$6,000,000 in 1925) consists of instalments payable in accordance with commitments of more or less long standing. Newer undertakings in which there is greatest present interest are those, already mentioned, pertaining to library service, adult education, and the educational aspects of the fine arts. On the side of pure research, more has been done for the natural sciences than for the humanities. But of late there has been evidence of increasing concern about the needs of the humanistic and social sciences; and the fact will not be overlooked that it was the Corporation's interest in this direction, evidenced by a subvention of \$10,000, that made possible the survey reported upon in the present volume; as also, by a like arrangement, the survey of learned societies recently completed by Dr. Waldo G. Leland (See p. 5).

2. CARNEGIE INSTITUTION OF WASHINGTON.

John C. Merriam, president, Sixteenth and P Sts., Washington, D. C.

For the establishment and support of this institution, Mr. Carnegie, on January 28, 1902, turned over to a board of trustees an endowment of registered bonds of the par value of \$10,000,000. Subsequent additions to the fund—\$2,000,000 in 1907 and \$10,000,000 in 1911—brought the endowment to a par value of \$22,000,000; and in 1925 \$5,900,000 more was added by grant from the Carnegie Corporation of New York, payable in five annual instalments of one million dollars each, beginning in 1926.

The foundation was originally organized under the laws of the District of Columbia and incorporated as the "Carnegie Institution." In 1904, however, it was reincorporated by an act of Congress under the present title. It is governed by a self-perpetuating board of twenty-four trustees, meeting annually, and in the intervals between meetings by an executive committee of eight chosen by and from the board.¹⁶ The chief executive officer is a president, elected by the board and holding office during its pleasure.

As defined by the articles of incorporation, the objects of the Institution are "to encourage, in the broadest and most liberal manner,

¹⁶ The chairman of both the board and the executive committee is Hon. Elihu Root.

investigation, research, and discovery, and the application of knowledge to the improvement of mankind"; and in particular (*a*) to conduct, endow, and assist investigation in any department of science, literature, or art, and to this end to coöperate with governments, universities, colleges, technical schools, learned societies, and individuals, (*b*) to appoint committees of experts to direct special lines of research, (*c*) to publish and distribute documents. In pursuance of these ends the trustees and officers have built up what is to all intents and purposes a great research university, coördinated and administered from a splendid central building at Sixteenth and P Streets in Washington, and spreading its laboratories, libraries, and other facilities for investigation not only throughout the national capital, but over the country at large, from Boston, where the nutrition laboratory is located, to Tucson, Arizona, with its laboratory for plant physiology, and Mount Wilson, California, where the Institution's astronomical observatory is to be found.

The agencies or means chiefly employed are (1) the establishment of departments of research within the Institution itself, to attack larger problems requiring special equipment, continuous effort, and the collaboration of several investigators, (2) grants of subsidies, annually or for a term of years, to individuals to assist them in undertaking and carrying on investigations requiring less collaboration and less special equipment; and (3) provision for editing and printing the results of research initiated or encouraged in this way, and to a limited extent of other worthy research products not likely to be published under other auspices. Individual scholars who receive subventions are usually made "research associates." A few of them are connected directly with the departments of research; many more work independently. They include leading university professors as well as investigators who are not teachers; and since nearly all of them bring into relation with the Institute varying numbers of collaborators, the ramifications of the organization's influence are widely extended.

To the present time, the interests and activities of the Institution have inclined very strongly to the physical and biological, as distinguished from the humanistic and social, sciences. A department of economics and sociology, organized by Dr. Carroll D. Wright and conducted, after his death in 1909, by Professor Henry W. Farnam, was discontinued in 1916; and nowadays the only regular department in a total of ten or a dozen¹⁷ that is devoted to a humanistic subject

¹⁷ Embryology, genetics, geophysics, meridian astrometry, general astronomy, nutrition, plant physiology, terrestrial magnetism, marine biology, ecology, etc.

is that of historical research, first organized in 1903 and described at an earlier point in this report (See p. 181). There is, however, important activity in the field of Middle American archaeology, investigations having centered during the past three years, under an agreement with the Mexican government dating from July, 1923, in the excavation and exploration of the ruins of Chichen Itzá, northeastern Yucatan, the largest site of the New Mayan Empire. The director (Dr. Sylvanus G. Morley) and his associates have also, during the past ten years, carried out extensive studies of the Mayan influence in other portions of Central America, particularly Guatemala; and new and extensive work in Guatemala was undertaken in 1926. In a different field, a study of human behavior was authorized in 1926, to be undertaken in collaboration with various research agencies. All told, the appropriations for research in the year 1926 amounted to \$1,457,760.

Many individual or coöperative research projects in the humanities have received aid, among them being studies by Esther B. Van Deman on Roman, and of Waldemar Jochelson on Aleutian, archaeology; reports on the governmental systems of certain South American states, supervised by Dr. Leo S. Rowe; and an exhaustive study of the history and philosophy of science now being carried on by Dr. George Sarton at the Harvard University Library. Fourteen volumes of "Classics of International Law," edited by Dr. James Brown Scott, were brought out before the enterprise was transferred, in 1916, to the Carnegie Endowment for International Peace (See below); and many volumes of researches, as well as concordances and new editions, have enriched the materials of scholarship in literature, philology, and archaeology. The total number of volumes of all kinds published at the expense of the Institution considerably exceeds five hundred. Lists of papers growing out of the Institution's projects and benefactions but published through other channels are also issued yearly.¹⁸

3. CARNEGIE ENDOWMENT FOR INTERNATIONAL PEACE.

Nicholas Murray Butler, 405 W. 117th St., New York City, director of Division of Intercourse and Education; James T. Shotwell, Columbia University, director of Division of Economics and History; James B. Scott, 2 Jackson Place, Washington, D. C., director of Division of International Law.

In 1910 Mr. Carnegie transferred to a board of trustees the sum of \$10,000,000, the revenue of which was to be used "to hasten the

¹⁸ The work of the Institution is conveniently described in the *Year Book* (25th number issued in 1926). Cf. *The Carnegie Institution of Washington*

abolition of international war, the foulest blot upon our civilization." The work of the resulting Endowment for International Peace was defined as including (1) thorough and scientific study of the causes of war and of the practical methods of preventing it, (2) aiding in the development of international law, and a general agreement on the rules thereof, and the acceptance of the same among nations, (3) diffusing information and educating public opinion regarding the causes, nature, and effects of war, and means for its avoidance, (4) establishing a better understanding of international rights and duties and a more perfect sense of international justice among the inhabitants of civilized countries, (5) cultivating friendly feelings between the inhabitants of different countries, and increasing the knowledge and understanding of each other by the several nations, (6) promoting a general acceptance of peaceable methods in the settlement of international disputes, and (7) maintaining, promoting, and assisting such establishments, organizations, associations, and agencies as shall be deemed necessary or useful in the accomplishment of the purposes of the corporation, or any of them. These major postulates were divided into three groups, and in 1911 the three divisions mentioned above, each in charge of a director, were established. The activities of the Endowment were plainly to be chiefly scientific and educational; and it was planned that the Division of Intercourse and Education, in addition to activities undertaken upon its own initiative, should be the medium for popularizing the work of the essentially scientific, investigative Division of Economics and History and Division of International Law.

There is no need to speak at length of the multifold activities of the Division of Intercourse and Education during these past sixteen years: the publication of a monthly pamphlet series under the title of "International Conciliation" and of a bi-monthly magazine *Inter-America*; the fostering of a chain of international relations clubs throughout the United States; the sending to Europe in 1926 of a group of American teachers of international subjects, and in 1927 of a similar group of American editors and journalists; the organization in Paris of an active European Center, which in 1927 began publication of a new journal, *L'Esprit Internationale*; and systematic promotion of and assistance in international visits of public men, scholars, and others. Research is not directly involved in these and other services, although the fact that such work is being carried on in a sys-

(twelfth issue, Washington, 1925). For publications see *Classified List of Publications of the Carnegie Institution of Washington* (Washington, 1927).

tematic way unquestionably stimulates interest in and study of topics in the international field.

The major undertaking of the Endowment—and probably the most ambitious enterprise of the kind in the entire history of humanistic studies—is in the hands of the Division of Economics and History, being an “Economic and Social History of the World War” running to some 325 monographic volumes, under the general editorship of Professor Shotwell. The original director of the Division, Professor John Bates Clark, organized an international committee of research which, meeting at Berne in 1911, mapped out a “thorough, systematic, and scientific inquiry into the economic and historical aspects of war”; and by 1914 progress had been made upon many volumes dealing either with the war machine, as it was then menacing the world’s peace, or with the possible displacement which a war might cause, judged by the data then available to economists and historians. Naturally, the World War put a new face on the matter, and not only were most of the earlier studies withheld from print, but the project was converted into the economic and social history above mentioned, planned even while the conflict was going on but for obvious reasons not actually begun until after the treaty of Versailles was signed. From that time until the present day this vast coöperative undertaking has almost completely absorbed the Division’s energies and means. The numerous monographs in the series, arranged in national groups, i.e., British Series, French Series, German Series, etc., are written by scholars or experts of the respective countries and deal entirely with the economic and social phenomena and effects of the war, not at all with political¹⁹ or diplomatic aspects—least of all with causes and war-responsibility. At the beginning of 1927 a total of 114 monographs had been published, thirty-six were in press, sixty-four were in the hands of the editors for examination and revision, and ninety-one were yet to be delivered (including eleven as yet unassigned). Already in 1926 the prospect of an early termination of this extensive enterprise was suggesting to the Division the feasibility of turning its energies to new research projects, particularly as related to the influences which are still making for international disagreement, and to correcting “one-sided national views, warped national opinion, either militaristic or pacifist.”²⁰

¹⁹ I.e., in a party sense. Reorganization and workings of war-time governments are covered in a number of volumes.

²⁰ Division of Economics and History, *Annual Report of the Director for the Year 1925* (1926), 6-7. Cf. *ibid.* (1927), 5-14.

The Division of International Law, while not itself directly engaged in research except in so far as is required by the great numbers of requests for information that pour in upon it, has come to be looked to by students of international law throughout the world as their principal resource in time of need. In addition to serving as a general clearing house, it contributes to the advancement of international law studies in as many as six principal ways: (1) It publishes new and scholarly editions of international law classics, together with sundry other works. (2) It grants subventions to eleven international law journals, published in half a dozen different countries, and including the *American Journal of International Law*, edited by the Division's assistant director. (3) Similarly, it subsidizes two international law societies, i.e., the Grotius Society and the Société de Législation Comparée. (4) It grants aid toward the cost of publishing meritorious new works in the field. (5) It subsidizes the annual meetings of the Institut de Droit International, and of the Academy of International Law at the Hague, which, indeed, it had a leading part in founding in 1922. (6) For ten years it has awarded a number of fellowships for the study of international law in this country or abroad.²¹ No comment is required to make the fact stand out that few if any other branches of learning are in so favored a position as international law, so far as dependable financial support is concerned—or in so hazardous a position, when the possibilities of domination, however well-meant, by a single agency (if not, indeed, by a single man) are taken into account.

4. CARNEGIE FOUNDATION FOR THE ADVANCEMENT OF TEACHING.

Henry S. Pritchett, president, 522 Fifth Ave., New York City.

This institution, founded in 1905 and incorporated by act of Congress in 1906, was created to receive and maintain funds for paying pensions to university and college teachers in the United States, Canada, and Newfoundland, and "in general, to do and perform all things necessary to encourage, uphold, and dignify the profession of the teacher and the cause of higher education." It is not concerned primarily with research, yet it has both indirect and direct connections with scholarly activities—indirect in the sense that the pensions which it provides make for a frame of mind on the part of prospective beneficiaries that is somewhat more favorable for productive intellectual labor than would be the case were such assurance lacking, and direct in the sense that the Foundation itself under-

²¹ See p. 416.

takes a certain amount of research work. The system of pensions is administered as a means of improving educational conditions, and the trustees have from time to time authorized the study of special educational problems in their bearings upon retiring allowances or other aspects of the general advancement of teaching. In this connection, Mr. Carnegie, in 1913, separately endowed a Division of Educational Inquiry; and from year to year since that date significant investigations have been brought to completion and the results published. In carrying on such studies, effort has been made to avoid the formation of a bureau having a fixed organization and a crystallized educational program. The principal investigations have been made by men selected for their special qualifications, who have come temporarily to the service of the Foundation, giving their whole time and thought to the study during the period of their stay, and returning, upon the completion of their task, to their regular academic or other places. It is believed that the detached position of the Foundation enables it to approach educational problems relatively unhampered by local interest, or institutional parallax; and full care is taken to assure those who participate in investigations complete freedom, both in their methods and in their utterances.

The results of these educational inquiries have been printed in part in the annual reports of the president, and in part in a special series of bulletins, of which twenty numbers appeared up to 1927. Subjects treated in an ample way in these bulletins include: medical education in the United States and Canada, by Abraham Flexner; medical education in Europe, also by Mr. Flexner; academic and industrial efficiency, by Morris L. Cooke; the common law and the case method in American university law schools, by Josef Redlich; federal aid for vocational education, by I. L. Kandel; engineering education, by Charles R. Mann; justice and the poor, by Reginald H. Smith; training for the public profession of law, by Alfred Z. Reed; education in the maritime provinces of Canada, and the quality of the educational process in the United States and Europe, by William S. Learned; games and sports in British schools and universities, by Howard J. Savage; and dental education, by William J. Gies. In addition, there have been many exhaustive studies of teachers' pensions in relation to pension systems and policies generally—a subject, it need hardly be remarked, which has given rise in the last twenty years to a social and economic question of the first importance.

5. THE COMMONWEALTH FUND.

Barry C. Smith, general director, 1 East 57th St., New York City.

The incorporation of the Commonwealth Fund in 1918 was prompted by the offer of a considerable gift from Mrs. Stephen V. Harkness, to be used (principal as well as income) for "such benevolent, religious, educational, and like purposes of an eleemosynary character" as should seem to the corporation appropriate and desirable. The initial gift of approximately \$17,000,000 was subsequently increased by the donor until in 1926 the principal stood at \$38,761,000 and the annual income was about \$2,000,000. The organization started off with no very definite plans; like any newly created agency of the kind, it had to feel its way and discover its field. It came upon the scene, however, at a juncture when one of the most pressing world problems was the relief of various peoples of war-torn Europe and Asia, and its initial grant was made to the United States War Work Campaign. This first year saw also the development of interest in two or three fields, or causes, with which the Fund is prominently identified today, notably child guidance and child health.

Although primarily a philanthropic, rather than an educational, foundation—and throughout its history spending vastly more on child welfare, hospital-building in rural areas, and similar services than on strictly intellectual activities²²—the Fund definitely decided, in its second year, that one of the fields in which lay its greatest capacity for service was education—a domain which seemed to offer an excellent opportunity for fruitful research, in the broad sense of investigation and even experimentation tending to improve educational conditions and advance the quality of teaching. An educational conference held at Atlantic City in 1920 agreed upon a number of major educational subjects or problems specially in need of scientific investigation; and on the advice of the conference an educational research committee was appointed by the Fund, with the Fund director, Dr. Max Farrand, as ex-officio chairman. Due financial provision was made, the sum of \$100,000 a year being allocated to the work for the first five years; and a series of studies was approved and financed which has taken a high place in the field of educational research. In the main, these studies were the outgrowth of selected projects

²² These philanthropic services are not germane to the present survey, but it goes without saying that prime importance must be attached to them by any one seeking to understand what the Commonwealth Fund, taken in the large, is and does.

which were already formulated or actually being pursued, under financial handicaps, by leading educational investigators; but some, e.g., the survey of the junior college movement made by Professor L. V. Koos, of the University of Minnesota, were specially planned by the Fund, under the guidance of its educational research committee. As defined in 1922, the Fund's interests in this field related principally to (1) educational finance, (2) curriculum studies, (3) reorganization of the educational system, with special reference to units of administration, and (4) individual differences among pupils. In 1924 the director of the Fund was able to say in his annual report that in the course of four years over forty projects in this field had been subsidized, that every one had been brought to a conclusion or was approaching completion, and that every one was accepted by the educational world as of real value. Many significant articles and books resulted from these undertakings, e.g., F. N. Freeman's "Visual Education" (University of Chicago Press, 1924), L. V. Koos' "The Junior College" (2 vols., University of Minnesota Press, 1924), L. M. Terman's "Genetic Studies in Genius" (Stanford University Press, 1925). When the five-year period originally marked off for the program in educational research came to a close, the experiment was felt to have been highly successful, and plans were made for continuing the work. Certain new features were added, notably a series of inquiries into the aims, materials, methods, and relationships of the social studies in the elementary and secondary schools. Upon the resignation, however, of Dr. Max Farrand as director of the Division of Education, October 1, 1927, educational research was terminated by vote of the board of directors. Provision has been made for completion of the studies then under way, but no further appropriations in this field are anticipated.

In 1925 the Division of Education established twenty fellowships for British graduate students, with a tenure of two years, and with permission for the incumbents to study in any of the twenty-six institutions included in the Association of American Universities. The stipend attached to these fellowships is adjusted in each case so as to cover the cost of travel from the fellow's home to the American university and return, all tuition and university fees, living expenses during the tenure of the fellowship, and expenses of three months' travel in the United States. The approximate allowance for each fellowship is \$3,000.

Another domain that has been entered is that of legal research. A research committee, with Dean James P. Hall, of the University of

Chicago Law School as chairman, was set up in 1920, and an appropriation of \$50,000 a year for three years was made for the carrying on of its work. Proceeding upon the principle of selecting subjects specially needing investigation and promising immediate results of importance, this committee first arranged for two main investigations, as follows: (1) the practice of administrative commissions, by a sub-committee with Professor Ernst Freund, of the University of Chicago, as chairman; and (2) reforms in the law of evidence, with Professor E. M. Morgan, of the Yale University Law School, as chairman. Later, the committee endorsed a plan for an extensive study of administrative law and practice, setting up for this purpose a special sub-committee with Professor Freund as chairman. From these sub-committees, or from scholars working under their guidance, have come a number of important books and reports, notably Professor Freund's statutory survey of legislative powers, a report of the committee on reforms in the law of evidence, and G. C. Henderson's "The Federal Trade Commission," which is the first completed of a series of special studies designed to reveal the actual working of administrative commissions.²³ It is worth adding that Professor W. S. Holdsworth's "History of English Law" was regarded as a work of so much importance to the American as well as to the English legal profession that a special grant was authorized in 1924 to make possible the completion of the publication of this monumental piece of research.

Definite programs for the prevention of juvenile delinquency and for child health, adopted, respectively, in 1921 and 1922, have also involved much stimulation of, and assistance to, research. The former program was based upon the joint endeavor of three existing national agencies—the New York School of Social Work, the National Committee for Mental Hygiene (Division of Delinquency),

²³ In the course of these activities, the Commonwealth Fund, it may also be mentioned, made substantial contributions to the development of a technique for the assistance of research as carried on by college and university professors. Grants have been made only for specific pieces of work and are strictly limited in the time within which they may be used, and reports of progress are required to be made at regular intervals. Persons receiving assistance are not permitted to derive personal financial profit from it, the object being simply to enable them to carry on work which otherwise would be impossible. To this end, payments are made, not to an individual, but only to the institution with which he is connected, which thereby becomes responsible for the administration of the funds. A form of agreement to be entered into in such cases, drawn up in the early days of the educational research committee, proved so serviceable that other institutions have adopted it for use in relationships of a similar character.

and the National Committee on Visiting Teachers—and a Joint Committee on Methods of Preventing Delinquency, organized specially to serve as the coördinator and interpreter of the program as a whole. The child health program was similarly geared to the aims and activities of two organizations which were in effect consolidated for the purpose, i.e., the American Child Hygiene Association and the Child Health Organization of America. Later the administration of this program was assumed by a special committee appointed by the Commonwealth Fund. Articles, pamphlets, and books produced by investigators and other workers in connection with these programs—especially the first-mentioned—have been both numerous and important.²⁴ The project relating to juvenile delinquency gradually broadened into a program of child guidance, with attention not merely to preventive, but also to constructive, means and measures.

6. GENERAL EDUCATION BOARD.

Wycliffe Rose, president, 61 Broadway, New York City.

The General Education Board was founded by Mr. John D. Rockefeller and incorporated by act of Congress approved January 12, 1903. The funds eventually placed at the Board's disposal aggregated approximately \$131,898,000, of which \$65,282,000 had been appropriated on June 30, 1926, leaving \$65,616,000 unappropriated. Not only interest but a certain amount of principal is still being spent; so that the Board's resources, unless replenished, will be appreciably smaller in the future than in the past.

In the language of the charter, the purpose of the Board is "the promotion of education within the United States of America without distinction of race, sex, or creed." The principal activities in which the Board has engaged—singly in most instances, but occasionally in coöperation with other agencies—are as follows:

(1) The promotion of medical education. The raising of medical education in the United States from the low level on which it rested twenty, or even ten, years ago gradually became one of the Board's major undertakings. In 1919-21 alone, Mr. Rockefeller gave fresh funds for the purpose amounting to \$45,000,000. By large, and in some instances repeated, gifts to Johns Hopkins, Harvard, Yale, Columbia, Chicago, Iowa, Tulane, Virginia, and other universities, the Board has made itself one of the most powerful stimulating forces in the noteworthy medical progress of the past decade. Gifts to Johns

²⁴ The program is described in a pamphlet entitled *Commonwealth Fund Program for the Prevention of Delinquency* (New York, 1925).

Hopkins and one or two other institutions have helped also to put the science and technique of public health, as distinguished from medical education, upon a new plane. The Board regards its work in the medical and public health fields as now largely completed; although within the year it has made a new conditional pledge of \$850,000 to the school of medicine at Yale. The feeling exists in some quarters that there has been too much control of medical affairs from 61 Broadway.²⁵ But there can be no question that the Board's subventions and influence have, in enormous degree, both promoted research in medical science and raised the standard of the medical profession.

(2) General promotion of higher education. This—the Board's earliest and most continuous activity—has come mainly through contributions to the endowment of colleges and universities for the raising of salaries. Up to 1924, such subventions—often on the "dollar for two dollar" basis, amounted to more than fifty millions, and the number of beneficiary institutions exceeded three hundred. It goes without saying that, to the extent to which there is a connection, especially in the universities, between salary scales and scholarly productiveness, this beneficence was a real, even though indirect, service to the cause of research. Here, too, it is the hope of the Board that the great bulk of its work has been done; and so far as the colleges—though not the universities—are concerned there is a disposition to draw out, as from the medical field, except in so far as is necessary to fulfill existing commitments.²⁶

(3) The development of education in the South. This has no particular connection with research, but it is not inappropriate to mention that from the date of its organization the Board has made contributions to selected schools for negroes; that in order to assist in promoting the establishment of high schools throughout the South, it

²⁵ See the article by H. Zinsser cited on p. 332.

²⁶ The nature of this shift will be more apparent from the following passage quoted from a report given to the Board at its meeting in May, 1927: "At the special meeting of October, 1924, when the Board decided to terminate the work of stimulating efforts to add to the resources of colleges, it was decided to direct the activities along special lines looking toward raising the standards of scholarship through 'the development of honors courses, research fellowships, more adequate facilities and opportunities for fundamental research and training in the physical and biological sciences,' and also 'special encouragement in the field of the humanities.' At the same time the Board also decided, if opportunity afforded, to assist in the development of the science of jurisprudence. This change of program has naturally involved dealing with fewer institutions, and the consideration of institutional plans which are designed to raise the standards of scholarship through additional facilities for increasing human knowledge."

has provided funds with which to pay the salaries and other necessary expenses of the so-called professors and agents of secondary education in several southern states; and that, beginning in 1914, it has annually made appropriations to the state departments of education of the various southern states, in order to enable these departments to enlarge their staffs through the addition of agents or inspectors of rural schools. (4) The promotion, in earlier days, of practical farming in the South, chiefly by financing a scheme of farm demonstration work taken over in 1914 by the U. S. Department of Agriculture. (5) Comprehensive surveys and studies in the general educational field. Many such—surveys of state or city school systems, comparative studies of educational facilities and methods in medicine, the classics, and other subjects, and studies of such topics as intelligence tests, honors courses, and the training of teachers for rural schools—have been made by individuals or groups whose projects were financed by the Board; a few have been made by the Board itself. Practically all of these studies have involved research of a high order, and their methods and results have had importance not only in relation to the purposes immediately in view but for the uses of students of social phenomena generally.

Latterly, the Board has manifested rather special interest in the status and problems of productive scholarship in the humanities, more particularly the philological group. In December, 1926, an important conference of scholars in the fields of philology, literature, and archaeology was held at Washington, on call of Dr. Abraham Flexner, director of the Division of Studies and Medical Education. The tendencies of and impediments to creative work in these disciplines were discussed fully and frankly, and at the end a memorandum was unanimously adopted which has such significance as to deserve to be quoted in full:

"It seems to this group that there are two very different classes of research activity that must be provided for. In the first place, a large part of the research work must continue to be done in the universities in connection with teaching. It is therefore recommended that the General Education Board coöperate with individual universities in the development of general programs of research in the field of the humanities. Such coöperation might, for example, involve the establishment of chairs in subjects little in demand but important for the general history of human culture; the increase of salaries for men eminent in research and the release of the major portion of their time and energy for research by relieving them of a large part of

their teaching and providing assistants in research; the provision of books, manuscripts, and other materials for research; the payment of expenses for travel in cases in which this is necessary; and the publication of the results of research. The details of such coöperation would be determined in each case by conference between the Board and the particular university concerned.

"In the second place, there are some important undertakings which cannot be provided for in this way. Such are various coöperative enterprises by associations and others, general subventions to periodicals and series of monographs, special aid for the publication of individual books, fellowships for travel and research, provision for research projects by men not connected with any coöperating university or for any other projects not taken care of by the first plan. For all these projects and others of similar nature, we suggest the establishment of a representative body of humanists, competent to consider proposals and make recommendations to the General Education Board. This body might also serve in an advisory capacity upon any question which the Board wished to refer to it. The establishment of a permanent body of this sort is a matter of some difficulty and in any event would require a good deal of time. Some provision should therefore be made for a temporary body of this character. The present group, with or without modifications of personnel, will gladly serve in any desired capacity until further provision can be made."

7. LAURA SPELMAN ROCKEFELLER MEMORIAL FOUNDATION.

Beardsley Ruml, director, 61 Broadway, New York City.

The Laura Spelman Rockefeller Memorial was founded in October, 1918, by Mr. John D. Rockefeller in memory of his wife, Laura Spelman Rockefeller. It is incorporated for the general purpose of promoting human welfare, and is not limited geographically in its field of operations. On December 31, 1926, the principal of the fund amounted to \$73,089,522.85; the income in 1926 was \$4,315,256.45, which was about the average of previous years. The trustees (seven in number, with John D. Rockefeller, Jr., as president) are authorized to spend both principal and interest at their discretion. As was pointed out in the annual report of the Foundation for 1923, the trustees, in considering the purposes for which appropriations from the fund are to be made, keep in mind the fact that the fund was created as a memorial, and attempt to select for assistance such organizations and enterprises as seem especially suitable and appropriate for such a

fund. They have also recognized that funds such as the Memorial, which are large enough and permanent enough to make planning over a period of years possible, may wisely attack relatively fundamental problems of human welfare and aim at relatively remote ends.

During the earlier years of the institution's existence, appropriations were of a highly miscellaneous character. Emergency relief was assisted in post-war Europe and in famine-stricken China; religious (chiefly Baptist) organizations were given numerous subventions; educational institutions and enterprises, mainly in the Near East and Far East, were extended aid; long lists of social welfare organizations were given grants; public health agencies and movements received donations; and something was done for scientific research and investigation, although effort in this direction was decidedly less extensive than it has come to be at the present day. The growing interest of the Memorial in productive scholarship has, indeed, been one of the outstanding features of the research situation in the past three or four years. Whereas in 1922 contributions for this purpose constituted barely two per cent of the total, in 1926 the proportion ran to as much as nineteen per cent.

This is tantamount to saying that, although the Memorial has continued appropriations to a number of organizations previously aided which are active in the field of social work and public welfare, the number of miscellaneous grants has been decreasing in recent years; nowadays the great bulk of the money paid out goes to one or the other of two main interests—(1) child welfare and (2) promotion of the social sciences. The first field, as well as the second, includes investigative work; and in connection with it the Memorial has assisted in four general types of activity: scientific research, the preparation of teaching materials, the training of leaders for child study work, and experiments and demonstrations in the practical organization of parent and teacher groups for the study of child life and child welfare. A total of \$591,000 was appropriated in 1926 for child study, a large part of the sum going to research groups in various universities, e.g., Cornell, Minnesota, Iowa, McGill, and Toronto.

The Memorial's interest in social welfare inevitably directed its attention to the field of social science—sociology, economics, political science, and such related subjects as anthropology, psychology, and history. As early as 1923 an appropriation of \$60,000 was made through the National Research Council to eight methodological studies bearing on problems of human migration, a grant of \$36,000 to the

University of Chicago for the development of a program of community research and for experiments in the teaching of social subjects, and a subvention of \$12,500 to the National Bureau of Economic Research; and within four years the outlay for social science reached a total (for the year 1926) of \$1,641,649. In support of social science, the Memorial's appropriations today fall into three main groups: (1) appropriations to universities and research institutions; (2) appropriations to central bodies such as the Social Science Research Council, the National Research Council, and the American Council of Learned Societies; and (3) appropriations for fellowships.

Appropriations to universities have generally been for the purpose of assisting a well-rounded development in the social sciences where there had already been some tendency toward a generalized outlook. These appropriations have been primarily for the purpose of providing research assistance and research facilities, and not for the purpose of enabling additional major appointments to be made. Among the institutions aided in recent years are Columbia University, Harvard University, Stanford University, the University of Chicago, Brown University, the University of North Carolina, the University of Texas, the University of Virginia, and Vanderbilt University, in this country; and abroad, the London School of Economics and Political Science and the University of Stockholm. More specialized interests have been assisted at Yale University, Northwestern University, the University of Pennsylvania, the National Bureau of Economic Research, and the Brookings Graduate School, in this country; and abroad, at Cambridge University, England (for political science), at Geneva (for the Institute of International Studies), at Berlin (for the Deutsche Hochschule für Politik), and at Oslo (for the Institute for Comparative Research in Human Culture and for the International Institute for the Study of African Languages and Cultures). Appropriations to such institutions are made without reference to specific research projects, but simply for general research development. The Memorial has of recent years declined to consider appropriations to specific research projects, however worthy, because of the difficulty of discriminating among the numerous projects presented for consideration on any equitable basis of merit and urgency. As a rule, the grants to universities and research institutes are spread over a three-year or a five-year period. Many of them have been mentioned in earlier chapters of this report.²⁷

²⁷ "During 1926 appropriations for miscellaneous research purposes in social science were substantially reduced, and attention was given primarily to aid

The Memorial has made appropriations to the National Research Council to assist the Council's divisions of psychology and anthropology. It has made an appropriation to the American Council of Learned Societies for the use of the Council's committee on grants-in-aid. And in the case of the Social Science Research Council, appropriations have been made (1) to the general administrative budget, (2) for the committee on fellowships mentioned below, and (3) toward the general "project budget." Appropriations to the last-mentioned budget have not been specifically designated, the allocation of funds to various projects being left to the discretion of the Council.

The fellowships offered by the Memorial are intended to be of post-doctoral grade and may be used for study and research wherever the fellow may profit most by additional work. Fellowships for students who are citizens of the United States and Canada are awarded by the Social Science Research Council (See p. 404). The Memorial appropriates a lump sum to the Council (\$57,000 for the year beginning July 1, 1926), which, through its committee on fellowships, makes the actual awards. In the case of men and women who are not citizens of the United States or Canada, nominations are made to the Memorial by the Memorial's representative in the foreign country. Representatives have been appointed in the following countries: Austria, Australia, Czechoslovakia, Denmark, England, France, Germany, Holland, Italy, Norway, and Sweden. The Social Science Research Council appointed nineteen fellows from the United States and Canada for study during the year 1926-27, and seventy-nine fellows from other parts of the world were appointed by the Memorial for the same period. It is the intention to extend the fellowship plan more widely throughout the world, when and if experience with the present plan seems to justify such development.

Among numerous enterprises of the Memorial not directly included in the foregoing categories should be mentioned (1) a grant of \$25,000 to the American Historical Association for the use of the International Committee of Historical Sciences (See p. 129) and (2) the financing of a yearly conference of scholars held at Hanover, New Hampshire, under the auspices of the Social Science Research Council.

for institutional centers for social research. Such future activities as the Memorial may undertake in this field will be directed increasingly toward the support of such research centers." Laura Spelman Rockefeller Memorial, *Report for 1906*, 9-10.

8. ROCKEFELLER FOUNDATION.

George E. Vincent, president, 61 Broadway, New York City.

This huge establishment, with a general fund of approximately \$165,000,000, was incorporated in 1913 "to promote the well-being of mankind throughout the world" and has devoted its energies and its funds almost exclusively to work in the domains of public health and medical education. The researches which it supports, or directly undertakes, although of major importance, fall mainly or entirely outside the limits of the present survey, except, perhaps, as they have a broadly sociological bearing. The same is true of the separately endowed and administered Rockefeller Institute for Medical Research (Simon Flexner, director, 66th St. and Ave. A., New York City). A gift (in 1926) by the Foundation of \$20,000 a year for five years to the University of Hawaii for a study of the biological, mental, and social characteristics of the people of Hawaii deserves, however, to be specially mentioned.

9. TWENTIETH CENTURY FUND.

Edward A. Filene, executive head, 5 Park Square, Boston, Mass.

This Fund was originally incorporated in 1919 under the laws of Massachusetts by Edward A. Filene and others under the name of "Coöperative League." The present name was adopted in 1922. As set forth in the charter, the purpose of the institution is as follows: "The improvement of economic, industrial, civic, and educational conditions. It shall be within the purposes of such corporation to use any means to such ends as may from time to time seem expedient to its members or trustees, including study, investigation, research, publication, publicity, instruction, the organization of charitable or educational activities, agencies, and institutions, and the aid of any such activities, agencies, and institutions already established." The income of the Fund is derived from certain stock transferred to the corporation by Mr. Filene and from additional sums contributed by him each year; from it grants are made by the trustees at their annual meetings, either to undertakings in which they are themselves directly interested or to agencies which have appealed for subventions in behalf of investigative or other work. All of the undertakings to which aid is given are of economic and sociological interest, the most important appropriations in recent years having been made to the Credit Union Extension Bureau (this work has been entirely supported by

the Twentieth Century Fund since its beginning) ; to the International Management Institute at Geneva (established largely on the initiative of Mr. Filene and Mr. Dennison of the board of trustees) ; to the National League of Women Voters, the National Women's Trade Union League, the Summer School of Women Workers in Industry ; and to Bryn Mawr College.

Very recently, the Fund has embarked upon an enterprise of a somewhat different character. This is the financing of an inquiry into the possibilities of a reorganization of medical practice. The purpose of the investigation is to study the economic factors affecting the organization of medicine and to determine whether or not it is possible to reorganize medical practice along lines which will mean greater emphasis upon the prevention of sickness than has hitherto prevailed.

IO. RUSSELL SAGE FOUNDATION.

John M. Glenn, general director, 130 East 22nd St., New York City.

The Russell Sage Foundation was established in 1907 by Mrs. Russell Sage in memory of her husband. The fund originally placed at the disposal of the board of trustees was \$10,000,000, but an additional sum equal to half of that amount became available by the will of Mrs. Sage upon her death in 1918. As set forth in the initial letter of gift, the object of the Foundation is to improve "social and living conditions in the United States of America" ; and, aside from certain limitations upon the investment of the principal, no restrictions are imposed except that at no time may less than one quarter of the income of the fund be applied exclusively to the benefit of the city of New York and its vicinity, or less than the same proportion to the benefit of parts of the United States outside of the New York area. The charter stipulates that it shall be within the purpose of the corporation to use any means toward the general object indicated above which from time to time shall seem expedient to its members, "including research, publication, education, the establishment and maintenance of charitable or benevolent activities, agencies, or institutions, and the aid of any such activities, agencies, or institutions already established."

Those to whom it fell to work out the Foundation's earlier policies might have decided that the proper thing for them to do was to extend direct help to the poor and unfortunate, or at all events to build model tenements and establish health centers, playgrounds, and model schools. Looking over the field, they, however, found that although organizations for direct social service abounded, no institution was

devoting itself primarily to discovering the causes behind the social ills with which these agencies were trying to cope; and "it seemed to them that the greatest service would be to use the major part of the resources at their disposal for the study and interpretation of social and living conditions, acting upon the assumption that knowledge must precede action, and that if facts are presented truthfully and cogently, an enlightened public opinion will reach its own conclusions and formulate effective methods of procedure."²⁸ As a result of this decision, the Russell Sage Foundation became not only one of the great foundations most interested in research, but also one of two (the Carnegie Institution of Washington being the other) which is itself, to a large extent, a research organization. Its policy has unfailingly been to avoid duplicating the work of other agencies—to assist and sustain such existing agencies when opportunity arose, rather than to set up competitive machinery for carrying out a given set of purposes. It has, however, planned and executed many researches independently, in fields, or upon subjects, which were germane to its general objects and for which no other adequate medium existed. It makes numerous grants to social agencies with purposes akin to its own, but it also spends money on studies by members of its own relatively small but expert staff. To facilitate the labors of the staff, the Foundation erected for itself, in 1912-13, a commodious and splendidly equipped building, and has developed a library which, with its more than 95,000 volumes, is in many respects the best collection on social problems to be found in the country.²⁹

The activities of the Foundation, of whatsoever sort, are carried on chiefly through departments, which, with their present directors, are as follows: (1) Charity Organization, Miss Mary E. Richmond; (2) Industrial Studies, Miss Mary Van Kleeck; (3) Recreation, Mr. Lee F. Hanmer; (4) Remedial Loans, Mr. Leon Henderson; (5) Statistics, Mr. Ralph G. Hurlin; (6) Surveys and Exhibits, Mr. Shelby M. Harrison, who is also vice-general-director of the Foundation; (7) Delinquency and Penology, Dr. Hastings H. Hart, consultant, and (8) Library and Publication, Mr. Frederick W. Jenkins. It is interesting to observe that the Foundation's earliest, and

²⁸ Florence G. Woolston, "The Russell Sage Foundation," *Educational Review*, LXIV, 276 (Nov., 1922).

²⁹ Accuracy requires it to be recorded that this library represents, in part, a consolidation of the collections formerly maintained by the New York Charity Organization Society, the Association for Improving the Condition of the Poor, and the New York School of Philanthropy. See F. W. Jenkins, *The Russell Sage Foundation Library* (rev. ed., 1925).

one of its greatest, fields of activity, i.e., public health, has been dealt with from the first chiefly through coöperation with other agencies and by means of grants, and that it has never had a division devoted to the subject in its own scheme of organization. Various departments in addition to those named have existed at one time or another in the past, e.g., a Department of Education, discontinued in 1921. At the time of its abandonment, this department (under the direction of Dr. Leonard P. Ayres) had made more than two thousand studies and tabulations relating to problems in individual school systems and had, as a result of its researches, prepared eighty-four publications dealing with educational tests and measurements, school surveys, vocational education, and the health and welfare of school children.

Space forbids any attempt to describe, or even to enumerate, the past and present activities of the existing departments. Research is naturally more prominent in some divisions than in others, notably in (1) the Department of Charity Organization, which has made numerous valuable investigations of, and published many useful contributions on, social case work and the administrative problems of social service agencies, including, most recently, child marriages and other aspects of the relation of the state to marriage; (2) the Department of Industrial Studies, which, dealing broadly with conditions and relations in industry, has focused its attention upon wage-earners' participation in management and other phases of industrial relations, particularly constructive experiments in employee organization; unemployment, including seasonal conditions and cyclical depressions and especially the development of current governmental labor statistics on these subjects; and working conditions among women in industry; in addition to the work of the Department, the Foundation has made grants for industrial studies or published their results on such subjects as fatigue and efficiency, the standard of living among workingmen's families in New York City, workingmen's insurance and protection in European countries, and other topics, besides having appropriated the necessary funds for the well-known Pittsburgh Survey of 1907-08 and published its results; and (3) the Department of Surveys and Exhibits, which, in pursuance of its task of studying and developing the survey and exhibit as media for community improvement, has conducted extensive city and regional surveys and coöperates in research and civic undertakings of wide variety. In this connection the fact should be mentioned that the Sage Foundation carries the cost of the preparation of a great co-operative Regional Plan of New York and its Environs and bears

a share in the actual work. General supervision is vested in a committee which the Foundation appointed.

"It is the purpose of the Russell Sage Foundation," writes the general director, "not only to furnish a record of some of the social phenomena of the time and of the best current methods employed to aid social progress, but also to gather such a budget of facts as will be a check and criticism on conditions and tendencies, and will form a sound basis for measures of improvement. In general, the field divides into two parts: one includes problems about which enough is already known to warrant prompt and vigorous attack; the other, those equally or perhaps more complex ones that go deep to the roots of social maladjustment, about which too little is known at present to permit remedial or preventive action. This latter type of research or social discovery, requiring often years of patient delving for truth, is particularly appropriate for a foundation, because its resources are not dependent upon the good-will of private contributors, who sometimes require speedy and spectacular results, or upon public funds that cannot properly be used in such investigations or in experiments implying risk. For eighteen years the Foundation has been studying social problems, attempting to discover the facts behind social conditions, and to offer them to people as material and tools with which to shape their own thought and action. It has urged no particular brands of propaganda or special remedies for social ills. Its task has been to gather information and make it available to the public, and to assist individuals and agencies in various communities to carry on suggested programs. The range of subjects covered by its publications, numbering over one hundred books and four hundred pamphlets dealing with the circumstances that surround people at work; with provision for wholesome play; housing; delinquency; the development of social agencies for the poor, the sick, and the aged; the exploitation suffered by the ignorant and the foreign-born, and a host of other problems, are tangible evidence of its many-sided endeavour to improve social and living conditions."³⁰

³⁰ John M. Glenn, "The Russell Sage Foundation," *The World's Health*, VII, 110 (Mar., 1926). Cf. Russell Sage Foundation, *A Catalogue of Publications* (New York, 1927).

CHAPTER XVI

LIBRARIES AS AIDS TO RESEARCH

IN some of the humanistic studies of a distinctly social character, e.g., political science and sociology, there is a disposition nowadays to place greatly increased emphasis upon field investigation as distinguished from research in books and documents—upon the interpretation of phenomena as *observed* rather than as recorded and described in print. There is nothing new about this method of approach; it was the method of Aristotle, of Polybius, of Machiavelli. The return to it—partly, no doubt, under the stimulus of the methodology of natural science—is a wholesome development. Students of social problems have in the more recent past been far too rarely in immediate personal contact with the living actualities of their subject. Even so, however, the political scientist, sociologist, and economist must still resort freely to the accumulated store of organized and recorded learning in his field and in other fields impinging upon it. He must find out what has already been done and thought, and he must obtain access to masses of documentary, statistical, and other raw material essential to his craftsmanship. In short, he cannot go far without the resources of a library—the larger and richer the better; while as for workers in cognate disciplines, the historian can do practically nothing without library facilities, and the philologist and student of philosophy little more. Even the indispensable field work of the archæologist must be grounded upon the free use of libraries, or of libraries and museums combined.

It is pertinent, therefore, in an inquiry designed to bring out facts concerning our research situation to take some account of library resources, as being, especially for productiveness in the humanities, perhaps the *sine qua non* above all others. "Given the books," says one of our leading librarians, "the scholar will infallibly use them to the lasting benefit of his kind."¹ Time, freedom from anxiety, and opportunity to keep in touch with fellow-investigators are essential to the highest grade of achievement; but books,

¹ W. W. Bishop, "Our College and University Libraries," *School and Society*, XII, 205-214 (Sept. 18, 1920). Cf. E. S. Bogardus, *The New Social Research* (Los Angeles, 1926).

manuscripts, documents—these the humanistic worker must have, in immeasurably larger quantities than he can provide them for himself, if he is to achieve anything at all.

Libraries which serve the ends of creative humanistic scholarship are of many well-known types. Even for purposes of the present brief review, as many as ten kinds are noted, without including purely private collections or some other categories that will at once suggest themselves to the reader. Three classes or types—university and college libraries, public libraries, and the Library of Congress—may be termed *general*, in the sense that their contents cover all of the fields in which we are here interested, and many others besides. Seven categories are, rather, *restricted*, or *special*, in that—although there are exceptions—the collections which fall within their bounds are confined to certain fields, or at all events are developed primarily with reference to those fields. These seven are: (1) libraries of academies and other learned societies, (2) historical libraries, (3) state (including state law) libraries, (4) libraries of government departments or commissions, principally at Washington, (5) legislative reference libraries, (6) municipal reference libraries, and (7) a diverse and surprisingly numerous group of institutions known technically to the library profession as “special libraries.” It is hardly necessary to add that there is a good deal of overlapping: historical libraries are in certain instances the libraries of organizations entitled to be termed “learned”; legislative reference libraries are occasionally only branches of state libraries; all libraries in these seven groups are, in a sense, special libraries.

It must suffice to call attention very briefly to some outstanding facts about each of the ten groups enumerated.²

a. LIBRARIES OF GENERAL SCOPE

I. UNIVERSITY AND COLLEGE LIBRARIES.

“The heart of our University is its library,” remarks President Lowell in a recent report;³ and, similarly, President Hibben, in appealing for a new library building, with adequate equipment, for Princeton, writes: “The library is the heart of the intellectual life of the University; it provides tools for the workman; it creates an atmosphere of scholarly endeavor and attainment; the great world

² The American Library Association published in 1927 the fourth and last volume of *A Survey of Libraries in the United States*—an exhaustive compilation of data bearing on almost every phase of library work in this country.

³ *Official Register of Harvard University, 1924-25*, p. 27.

of knowledge lies within its walls, a constant invitation and challenge to the adventurous spirit to embark on some voyage of discovery, seeking new lands to explore and possess.”⁴ The university or college library is an indispensable instrument of instruction; some subjects, e.g., Gothic or Anglo-Saxon, can perhaps be taught without it, but the list is exceedingly brief. It is a necessary instrumentality of the general culture that comes from association with books and from reading for intellectual pleasure as distinguished from intensive or formal study. Finally, it is, or should be, a workshop for research. In earlier days there was little effort to make the college or university library serve purposes other than the first two; later, the third object came in for recognition, although too often grudging and ineffectual.

By and large, library equipment for research in our colleges and universities today is impressively rich and varied; the layman might easily make the mistake of thinking it reasonably, if not completely, adequate. On many campuses the library is the principal building; thousands, sometimes tens of thousands, of volumes, are added yearly; in some instances the staff is larger than the entire faculty of the institution forty or fifty years ago; the spirit in which it is administered is more cordial and liberal, and its activities cover a distinctly wider range and in a far more thorough and intelligent fashion. In comparatively few instances, however, are the libraries of even the larger universities really deserving of high praise, particularly from the point of view of productive scholarship. “I venture to say,” declared a leading university librarian less than a decade ago, “as a result of years of trying to bring men and books together, that, outside of four or five great centers, there are not half a dozen American libraries competent for research, save in some very limited fields.”⁵ This is a pretty stiff judgment, and today, at all events, the number is probably somewhat larger. But it is indubitably true that the limits of the research work that can be carried on in the great majority of college and university libraries are very soon reached, and that, as has been observed above,⁶ the lack of decent research facilities constitutes one of the principal reasons for the existing unsatisfactory state of creative work in academic institutions. Far too frequently, university trustees and administrators who are prepared to spend liberally on laboratory and other

⁴ *Official Register of Princeton University*, XVII, 7 (Oct., 1925).

⁵ W. W. Bishop, “Our College and University Libraries,” as cited.

⁶ See p. 67.

equipment for the natural sciences treat the library—which obviously must be the workshop of the humanities—in a step-motherly fashion, with the result that the workers in history or philology or social science perforce confine their studies to projects of limited or one-sided character, make serious sacrifices to gain hurried access at rare intervals to ampler resources in distant and better equipped libraries, or altogether abandon the attempt to carry on productive work. Even if the books and documents are at hand, arrangements for their use are often inconvenient, if not actually prohibitive.

Any survey of the existing services to humanistic and social research rendered by university libraries is likely to lead to suggested improvements on the following lines:

- (a) *Liberally increased expenditures for books, pamphlets, documents, files of learned journals, newspapers, and similar materials.*

It is unreasonable to expect the libraries of the general run of institutions to rival all at once, if ever, those of Harvard, Columbia, Yale, and Princeton, or even those of Pennsylvania, Chicago, Michigan, Wisconsin, Stanford, and California. They can never hope to possess certain types of books and documents. But only a more generous outlay of money is required to make them very much better than they are; and it is a matter of simple fairness to the scholars who are in the service of the institutions concerned, as well as a necessary guarantee of higher quality of that service—to do all that can possibly be done to enrich their opportunities for a fruitful intellectual life.

- (b) *Improved physical surroundings and facilities for work.*

We expect any investigator in the natural sciences to have his laboratory, often a private laboratory. But few of our university libraries—which, it may again be remarked, if not too trite, are the laboratories for men working in the fields of letters and the arts—are planned with any proper provision for isolation and with conveniences for continuous study. Improvements on this score are, of course, to be noted. The Widener Library at Harvard has seventy separate rooms or studies assigned to professors for their exclusive use, besides three hundred stalls for the use of other workers who require direct access to the shelves. Columbia makes generous provision of reserve table space adjacent to the stacks, and plans more ample provision after the present library building shall have passed

into the exclusive use of persons engaged in advanced studies and research. Yale's old library was crowded and had no separate work rooms, but the new one now under construction will have perhaps the best arrangements for private study in the country. The Michigan and Minnesota libraries have good facilities; improved arrangements are impending at Pennsylvania and California; and Wisconsin, Iowa, and perhaps other institutions are looking forward to new library buildings definitely planned in accordance with the workshop idea. Despite all of this, however, the situation in general is unsatisfactory—in many reputable institutions notoriously bad; and it is with satisfaction that one notes the present stress in various quarters upon improvements in library administration which, when realized, can hardly fail to better research conditions.⁷

(c) *Specialization and division of labor.*

No library can hope to maintain equally rich collections in all subjects or fields, and the interests of research will be best served if each will give its best effort to building up resources in certain selected parts of the broad domain of learning. Exceptional facilities in a few subjects is better than mediocre equipment in a wider range. The grounds upon which this selection is to be made are, of course, varied. Geographical location will usually help to a decision, especially in history and the social sciences. The presence of more active workers in one domain than in another ought to count heavily. Bequests of books, or of money for the purchase of books, in a particular field will often furnish strong reason for rounding out a good research collection in that field. Particularly among institutions in the same general region, e.g., the Middle West or the Pacific Coast, there might well be more active coöperation than at present with a view to making the special and expensive research collections at one place supplement, rather than duplicate, those at other places. There is, of course, the practical obstacle (to mention no others) that scholars in every university naturally want their own field of interest served, on the spot, at least as well as any other; and it is freely

⁷ Important developments in this connection include (1) the establishment of a school of library service at Columbia University and of a graduate school of library science at the University of Chicago in 1926, (2) the appropriation of \$4,000,000 by the Carnegie Corporation of New York in aid of these and other library schools and of the work of the American Library Association, and (3) the launching, in 1926, of a comprehensive library survey, dealing principally with matters of administration and service, by the last-named organization, through a committee of which Mr. Arthur E. Bostwick, of the St. Louis Public Library, is chairman.

conceded that any plan of division of effort among neighboring institutions can be followed up in only a very rough and approximate way. Still, it would seem that something more can be accomplished in this general direction than at present.

(d) *Extension of the existing system of inter-library loans.*

In most countries of western and central Europe, the practice of inter-library loans has been so far developed that investigators in almost any part of any one of these lands can obtain on loan without much delay, and for a trifling expenditure for postage, almost any publication they require. In the British Isles service of this kind is in its infancy, but has been strongly endorsed by the Association of University Teachers and other scholarly groups.⁸ Following the example of the Library of Congress (See p. 369), most American university libraries are, at least by profession, generous in making loans, subject, of course, to the prior needs of their own members and to a proper unwillingness to entrust to the mails books or other materials of unusual value or scarcity. In the great majority of instances loans are made only through the medium of another library, which thus assumes responsibility for fulfillment of the obligations incurred; although in certain cases individual scholars, properly vouched for, can obtain books directly. Some libraries will furnish photostats at cost of practically any material that they feel unable to send away. There is room, however, for farther advantageous extension of these important services; and in particular there is need of some central bureau of information through which a research worker might easily find out if and where in the United States a given book or manuscript is to be found.⁹ Another angle of the general problem, however, is presented by the inclination of many institutions to rely too heavily upon borrowing, more particularly by expecting to obtain by loan for their research men foundation materials—monumental sources, great collections, etc.—which

⁸ *The University Bulletin*, IV, 56-61 (March, 1925).

⁹ "Our present library exchange, helpful as it is," pointed out Committee R of the American Association of University Professors years ago, "does not and cannot provide this feature, which in itself would greatly facilitate our research work." *Bulletin*, V, 15 (Mar., 1919). Early in 1926 the International Institute for Intellectual Coöperation announced its intention to work for the adoption of a freer policy of loaning books, documents, and even manuscripts, in the interest of the promotion of scholarship internationally. To that end it began a series of inquiries, by the questionnaire method, designed to make possible the publication of a list of libraries throughout the world which are equipped and disposed to collaborate in interchange of research materials.

they ought themselves to provide. If the advantages of inter-library loans are to be realized to the full, borrowers must learn not to be unreasonable or presumptuous.

(e) *More systematic effort to develop the library with a view to research, as distinguished from ordinary reading and study.*

At several leading universities, e.g., Harvard, Yale, Princeton, Pennsylvania, Clark, Michigan, Johns Hopkins, Chicago, Stanford, the promotion of research is reported by the librarian to be the primary consideration in present library policy. In these cases it is to be assumed that equipment for ordinary instructional and cultural purposes has been brought to the point where little need be done beyond adding to the shelves such portions of the current scholarly, literary, and documentary output as have sufficient claim; and accordingly all larger and newer library enterprises can rather easily be formulated with direct reference to increasing the resources for research. But in the great majority of institutions, including some of much size and pretension, the interests of research find little place in library objectives and expenditures. Money is doled out only to meet the more obvious needs of a reference library for undergraduates; and the absence, or relative unimportance, of a graduate school is frankly assumed to relieve the institution of all obligation to make library provision for productive work—in complete disregard of the question of whether professors and instructors, even in such institutions, have not a right to some encouragement in creative work and some modest facilities for engaging in it.

2. PUBLIC LIBRARIES.

The public library as such has, quite properly, other purposes than the promotion of research, and the great majority of such institutions have no definite relation to the activities or interests under survey in this report. There are, however, in the United States some seventy-five public libraries which contain at least 100,000 volumes, and many of these, on account of collections of local newspapers and other materials, if for no other reason, provide considerable material for investigative work. Large public libraries are also, as a rule, rather well equipped with state and national documents, the proceedings of learned societies, and files of both American and foreign newspapers and magazines. In a few cases notable collections on special subjects have been acquired, by gift—as in the instance of the John Griswold White collection of folklore and orientalia at the

Cleveland Public Library—or by the merging of older special libraries with the public library, notably in the case of the Astor, Lenox, and Tilden foundations at the New York Public Library. The outright purchase of such collections is rarely possible; and, except in perhaps half a dozen institutions, there are not funds for building them up, at all events with any degree of rapidity. The New York Public Library, however, has become one of the great libraries of the country, and is extensively resorted to for serious research, especially in history, economics, political science, sociology, and archæology; in general, philology is left to the libraries of Columbia University and other academic institutions in the neighborhood, although there are valuable collections on the languages of the American Indians, and of Africa, Asia, and Oceanica. The Boston Public Library, although overshadowed for research purposes by the Harvard Library, is also richly equipped and extensively used. Other public libraries reported as rendering large service in this way are those of Worcester, Cleveland, Detroit, St. Louis, and San Francisco. The Chicago Public Library is used to some extent for research purposes, but less than otherwise would be true because of an advantageous division of the field of knowledge under which the Newberry and John Crerar libraries make chief provision for the higher ranges of research.

Practically all officers of public libraries interviewed indicate willingness to go quite as far as do university and college librarians in providing suitable accommodations for research workers, and in loaning books at a distance to be used in serious research; and several express the hope that resources in their custody will be used more extensively by scholars as their existence comes to be better known.

3. LIBRARY OF CONGRESS.

The Library of Congress was established by an act of Congress, approved April 24, 1800, appropriating \$5,000 for the purchase of books and for fitting up a suitable room in the Capitol to contain them; and until 1897, when the present separate building was occupied,¹⁰ the growing collections—started afresh, with Jefferson's private library as a nucleus, after the fire of 1814—were housed continuously in special quarters in the Capitol. The same year that witnessed the removal to the new building saw also the actual control of the institution shifted largely from committees of the two houses

¹⁰ A portion of the Law Library (about 40,000 volumes) is still kept in the old Supreme Court Chambers at the Capitol.

to the librarian. There is still a "joint committee on the Library"; and various regulations and requirements are imposed by Congressional act. But in practice the Library falls not far short of being an autonomous organization; the members of the joint committee, for example, in no sense constitute a board of trustees or other governing body.

Growth was comparatively slow until after the Civil War, but by 1897 the Library contained a million books and pamphlets. In 1910 there were 1,793,158 books, besides many hundreds of thousands of maps, charts, prints, photographs, and musical compositions; and at the present day the collection of books and pamphlets alone has reached 3,500,000 titles, the largest in the western hemisphere and the third largest in the world. The present rate of growth is about 120,000 items a year. The total number of items of all kinds in the library now exceeds six millions. By law, the Library is a part of the legislative branch of the government, and the librarian, although appointed by the President, reports directly to Congress. Appropriations for the Library's support—amounting nowadays to approximately one million dollars a year—are made annually in the appropriations bill for the legislative establishment, on the basis of estimates submitted by the librarian. Two copies of every book or other publication copyrighted in the United States are received by the Library gratis, and under this arrangement has been built up (mainly since 1870) the most complete collection in existence of the products of the American press. Associated with the librarian is a staff of 485 trained specialists, organized in "divisions," each with a chief and assistants, and in some cases with further subdivision into sections. Library employees are not included in the classified civil service.

The Library's main collections are strongest in bibliography, history, political, economic, and social science, public law and legislation, the fine arts, and American history, biography, and genealogy. Here will be found the largest collection in the United States of manuscript sources of American history; a remarkably complete collection of transactions of foreign learned bodies; a vast accumulation of American and foreign newspapers; a rich collection of the publications of foreign governments, augmented yearly, through an international exchange service, by some 12,000 volumes; and a large number of special collections including the Peter Force Collection of Americana (60,000 titles), the Yudin Collection of some 80,000 volumes of Russian works, a Chinese collection of 87,000 volumes

(fascicules), a Japanese collection of 9,000 volumes purchased in 1907 (with many later accessions), the Huitfeldt-Kaas collection of Scandinavian literature of about 5,000 volumes, besides large collections (owned or loaned) of incunabula, letters, autographs, prints, etc., etc. The Library has in view, among other things, the purchase of great works of the masters of science in the fifteenth to eighteenth centuries, as a foundation for the history of science studies now actively promoted in this country by the History of Science Society (See p. 139).

In addition to six service divisions, there are twelve research divisions. In bare enumeration, these are: (1) Bibliography Division, which deals with inquiries involving research too elaborate for the attendants in the reading room or in form inconvenient for them to handle expeditiously, compiles and publishes lists of references on topics of current interest, and furnishes references in the case of numerous inquiries received by mail; (2) Manuscript Division, which has custody of all manuscript material not classified as maps, music, or prints, and is especially rich in the papers of American public men and of the national government, and also of scholars and other persons of importance; (3) Maps and Charts Division, which has charge of maps, atlases (over 5,950 titles), and works on cartography, including the richest existing collection of maps of North America, many of them in manuscript; (4) Documents Division, whose function is to acquire, arrange, and make available for use the publications of national, local, and municipal governments and of quasi-public bodies, such as commercial organizations, international congresses, and the like; (5) Legislative Reference Division, organized in sections devoted to (a) American law, (b) foreign law, and (c) economic, statistical, and historical matters, and charged with collecting, classifying, and indexing material likely to be serviceable to Congress and to committees and members thereof; (6) Law Library, with the obvious functions of such an institution; (7) Division of Prints, in charge of the collections of prints of all sorts (including portraits of distinguished scholars) and of books and periodicals devoted to the fine arts and architecture; (8) Division of Music, which is custodian of by far the largest collection of music (both scores and works of music) in America, numbering more than a million items in 1925, with yearly accessions exceeding 30,000; (9) and (10) Semitic and Slavic Divisions, in charge of important collections (including those mentioned above in their respective fields); (11) Smithsonian Division, in charge of approxi-

mately one-half of the Smithsonian Institution's scientific library of 500,000 titles, consisting mainly of scientific periodicals and transactions of learned societies; and (12) Periodical Division, which handles all periodicals as receiver (more than 7,400, including about 770 newspapers) and prepares the completed volumes for binding and shelving.

Of all the large libraries in the world, the one whose collections are made most readily available for the scientific investigator of every grade is the Library of Congress. The freest possible use of the books consistent with their safety is granted, and the widest possible use consistent with the convenience of Congress. More than once the question has arisen whether the Library of Congress should be treated as a circulating library for the casual reader or as a reference library for the serious student, and the decision has always been for the latter plan. Direct access to the stacks is granted to persons who need it; work-tables, where books continuously in use may be kept, are provided, with also accommodations for the use of typewriters; experts in various fields of learning are attached to the staff and stand ready to serve as advisers;¹¹ every effort is made to foster and expedite scholarly work, in so far as pleasant surroundings, adequate materials, and competent service can do it.

Furthermore, as was gratefully recorded by an American scholar many years ago, "the usefulness of the Library as an aid to scientific research is by no means limited to the work done within its own walls. Dr. Putnam, the librarian, has, during the nine years of his administration, developed a system of coöperation between the different libraries of the country which is of inestimable advantage to investigators everywhere. It is now possible for students in any of our large libraries to find out pretty accurately the books that are to be had and the work that can be done in the others. By the system of inter-library loans the material in the Library of Congress is actually put at the disposal of responsible investigators all over the country. Under this system the Library of Congress will loan certain books to other libraries for the use of investigators engaged in serious research. This means that any scholar or advanced student

¹¹ This is an especially interesting and significant development. The advisors, or "consultants," are expected, not to engage in research, but to give expert assistance in making the resources of the Library available for investigators. Consultants in bibliography, history, geography, music, and other subjects have been at work for some time, and early in 1927 announcement was made that two new "chairs" had been endowed (\$75,000 each)—one in fine arts, by the Carnegie Corporation, and one in American history, by Mr. William E. Benjamin, of New York City. See *New York Times*, Apr. 17, 1927.

who is within reach of a responsible local library which can guarantee proper care of the books can obtain, without the expense of going to Washington, the opportunity to study large classes of scientific and literary material which the Library of Congress possesses, and which the local library cannot expect to possess. The importance of this system to the scholars of the country cannot possibly be overestimated."¹² The service here referred to has been considerably extended since these words were written, and, largely under Library of Congress leadership, university and public libraries have been induced to provide for similar services on their own part.

b. LIBRARIES OF RESTRICTED SCOPE

4. LIBRARIES OF LEARNED SOCIETIES.

Except in the case of organizations whose membership is largely confined to a limited geographical area, American learned societies rarely undertake to maintain libraries. State or other regional historical and genealogical societies are among the exceptions, but aside from them the list is almost negligible. Of the fifteen major societies represented in the American Council of Learned Societies, two—the American Philosophical Society and the American Academy of Arts and Sciences—have libraries, although not of special note; the others have none. It would perhaps be going too far to say that for the average society with a widely dispersed membership, a library would be a luxury. But any such library would necessarily largely duplicate other libraries which are equally accessible to most of the membership; and there are more pressing uses to which many times such financial resources as are at present possessed could be put. The American Geographical Society (Broadway at 165th St., New York City) may be cited as a learned organization in a cognate field which maintains an ample library planned and kept up specifically for purposes of research.

5. HISTORICAL LIBRARIES.

Like historical societies, historical libraries are numerous, especially in portions of the country east of the Mississippi. Practically all such libraries are maintained by some historical society, and in many cases the library is almost the only tangible evidence of the

¹² A. T. Hadley, "Facilities for Study and Research in the Offices of the United States Government at Washington," *U. S. Bureau of Education Bulletin*, 1909, No. 1, p. 12.

society's existence. On the other hand, some of the societies—chiefly those, like the American Historical Association, which exist to advance the interests of history in general rather than to serve the cause of regional or local history—do not have libraries. A recent publication already mentioned, i.e., the "Handbook of American Historical Societies," issued by the American Historical Association in 1926, furnishes data, in connection with each society having a library, covering the number of volumes (and in many cases manuscripts and newspapers) contained in each, with occasionally somewhat fuller information on special collections possessed and accessible to investigators. It is, consequently, unnecessary here to attempt a list, with figures—at all events beyond mentioning about a dozen libraries of the kind which are, on the whole, the richest in their collections and the most useful to the historical profession. Without presuming to give these institutions a relative ranking, they may be indicated as the libraries of (1) the American Antiquarian Society, at Worcester, Mass.; (2) the Connecticut Historical Society, at Hartford; (3) the Chicago Historical Society, at Chicago; (4) the Illinois State Historical Society, at Urbana; (5) the State Historical Society of Iowa, at Iowa City; (6) the Essex Institute, at Salem, Mass.; (7) the Massachusetts Historical Society, at Boston; (8) the Minnesota Historical Society, at St. Paul; (9) the Buffalo Historical Society, at Buffalo, N. Y.; (10) the New York Historical Society, at New York City; (11) the Historical Society of Pennsylvania, at Philadelphia; and (12) the Wisconsin State Historical Society, at Madison.

In the great majority of cases historical libraries largely or wholly restrict their field to the history, genealogy, and antiquities of the state, or at all events the region (New England, the Northwest, etc.), in which they are situated. The larger institutions thereby often become the most important existing depositories for historical materials relating to the geographical areas which they respectively represent; and several of the smaller state or local libraries furnish, within limited bounds, opportunities for specialized research not always to be found at the greater library and research centers. It is, indeed, a primary function of the local historical library to gather up and preserve quantities of more or less ephemeral material—newspapers, church and military records, biographies, diaries, reminiscences, county and other local histories—which would be unlikely to find their way into the greater libraries, yet have their proper uses for the serious historian as well as for the mere pur-

veyor of localized and gossipy chronicles. The commonest faults of historical libraries in this country, large and small, arise from insufficient support and from lack of expert librarianship. Materials are often assembled in a haphazard way and poorly arranged for use by the investigator. But improvement is noticeable; and the resources of this class of libraries are an important asset of American scholarship.

6. STATE LIBRARIES.

Many of the historical libraries falling within the scope of the preceding section are state libraries, in the sense that they are largely supported—if indeed they were not originally established—by the state. Particularly is this true west of the Alleghenies. Even where such arrangements exist, however, there is invariably a general state library, a state law library, or at least a state legislative reference library on the lines described below (See p. 377). General state libraries or state law libraries are designed primarily for the service of the officials of the state government, including the courts, and accordingly are made up predominantly of federal and state documents, court reports, newspapers, and books and pamphlets dealing with political, legal, economic, and sociological subjects. On the whole, they are not much used for purposes of scientific research, because, as a rule, most of what they contain can be found in near-by university, public, or special libraries. Half or more of them, however, have from 75,000 to 200,000 volumes; and from no enumeration of library resources can they be wholly omitted. The largest and richest state library is that of Connecticut, with over a million volumes. The Massachusetts library has upwards of half a million. Others exceeding 100,000 include those in Illinois, Indiana, Iowa, Kansas, Maine, Maryland, Minnesota, New Hampshire, Ohio, Oregon, and Virginia. There is, furthermore, a growing tendency to expand the activities of the state library so as to include the same sort of functions with respect to libraries and library service throughout the state that are performed in the domain of the schools by the state department of education or public instruction. This has, perhaps, no very obvious bearing upon the advancement of research, except in so far as it involves better arrangements for book loans from the central collection.¹⁸

¹⁸ J. I. Wyer, *The State Library* (Chicago, 1915). There is a National Association of State Libraries, whose secretary is H. S. Hirshberg, Ohio State Library, Columbus.

7. LIBRARIES OF GOVERNMENT DEPARTMENTS.

Small working libraries are attached to various departments of government, especially tax commissions, utility commissions, etc., in the states; and as a rule they are useful, in some cases indispensable, for the investigation of special topics. It is at Washington, however, that libraries of this type are largest and richest. Magnificent as are the research facilities afforded by the Library of Congress, they are supplemented, in a manner not commonly understood, by the special collections of the ten executive departments and their subdivisions and of the numerous detached commissions, bureaus, boards, and similar agencies. In each department (except the Post Office) there is not only a general departmental library, but a series of more special collections maintained by the several bureaus and services. Thus the Department of Agriculture has a general library of 168,000 volumes, and also nine bureau libraries varying from 2,000 to 30,000 volumes—the last-named figure representing the exceptionally valuable collections of the Bureau of Agricultural Economics. The Department of Labor, with its 105,000 volumes, considers that it has the largest labor library in the world—although the International Labor Office at Geneva also lays claim to that distinction. Of periodicals alone, more than 1,800 are currently received and filed. The principal detached agencies, such as the Tariff Commission, the Federal Trade Commission, and the Interstate Commerce Commission, have collections pertinent to their respective interests running, as a rule, from 10,000 to 25,000 carefully selected volumes.¹⁴

In substantially all cases, access to these libraries is freely granted to mature research workers, including graduate students engaged upon doctoral dissertations. Lack of working space sets up, however, in many instances a practical limitation. Except under unusual circumstances, books and documents may be taken elsewhere for use only by members of Congress and government officials or employees. The special libraries of the Senate and House of Representatives, numbering approximately 250,000 and 275,000 volumes respectively, are open for use by private investigators under similar conditions. Construction of a national archives building, authorized by Congress in 1926, will serve in various ways to facilitate access of scholars to the public records.¹⁵

¹⁴ For a complete list see *Special Libraries Directory*, 1925, pp. 134-142.

¹⁵ In this general connection mention may be made of A. T. Hadley, "Facilities for Study and Research in the Offices of the United States Government at Washington," *U. S. Bureau of Education Bulletin* No. 1 (1909); A. O.

8. LEGISLATIVE REFERENCE LIBRARIES.

Two other types of libraries existing primarily to serve government agencies must be mentioned, i.e., legislative reference libraries and municipal reference libraries. Institutions of both sorts are continuously engaged in collecting, organizing, and storing up data; and, while much of their work is of a routine and purely popular character, a certain amount merits the name of research; in any event, the materials which are brought together may be, and are, occasionally found very useful by serious investigators from the outside.

A legislative reference division of the Library of Congress was established in 1918 and since that date has been of considerable service to senators and representatives at Washington in supplying information and assisting in the drafting of bills.¹⁶ The legislative reference "movement," however, had its origin in the states, and it is there that the resulting libraries have assumed their greatest importance. As early as 1890 the New York State Library started a service of the kind, with a view to intensive research on questions of political and social interest for the use of the legislature and the state departments; but the main influence in the spread of the idea to various parts of the country was the expansion and development, under the direction of Dr. Charles McCarthy, of the legislative reference department of the Wisconsin Free Library Commission, first set up in 1901. Since that date, about three-fourths of the states have made provision for legislative reference work in one form or another; although it must be added that there have been practically no additions in the last ten years, and, that, indeed, in a few states there have been—usually as a result of partisan manipulations—partial withdrawal of financial support, and, in certain instances, serious threat of abandonment of the work altogether.

On the whole, the legislative reference library (in some states it is termed a bureau) has come to fill a recognized place in state government, with fairly definite and uniform functions. These functions are chiefly two: (1) to gather information on actual and potential subjects of legislation and put it at the disposal primarily of members of the legislature, although of other officers of the state Leuschner, "The Utilization of Resources at Washington for Graduate Study and Research," and W. I. Swanton, "Libraries in the District of Columbia," *National Research Council, Reprint and Circular Series*, No. 20 (1921); and especially C. H. Van Tyne and W. G. Leland, *Guide to the Archives of the United States in Washington* (Washington, 1904).

¹⁶ The librarian of this division is Dr. H. H. B. Meyer.

as well in so far as they care to avail themselves of it, and (2) to aid members in drafting bills—in most cases to do the work entirely, the general ideas only of what the measure is to contain being supplied by the member himself. After some years of operation, libraries which are well enough supported to be able to make large purchases and to maintain a sizable staff, become rich depositories of documentary and other materials, useful particularly to the political scientist and the economist but in some degree to the student of sociology, law, recent history, and other subjects. Much of this material, e.g., statutes, court reports, etc., can readily be found elsewhere; although the collections of European, Canadian, and other foreign documents, or digests of documents, are sometimes superior to any others in the neighborhood. But pamphlets, newspaper files and clippings, magazine articles, correspondence, and other fugitive materials are usually amassed in exceptional quantities and, where properly arranged and preserved, become invaluable aids to investigative work. Less actual use is made of some of these collections than their worth would justify. Furthermore, niggardly appropriations commonly prevent the publication of matter which would be of service, not only to other reference libraries, but to scholars generally.

Among specially strong departments of this nature may be mentioned the Legislative Reference Section of the New York State Library (William E. Hannan, librarian), the Legislative Reference Department of the Connecticut State Library (George S. Godard, librarian), the Legislative Reference Department of the Wisconsin Free Library Commission (E. E. Witte, librarian), and the Legislative Reference Bureau of the Indiana Library and Historical Department (Charles Kettleborough, director).¹⁷

9. MUNICIPAL REFERENCE LIBRARIES.

With due allowance for the differences of problems and conditions of municipal government and state government, the municipal reference library undertakes to render services of the same general sort as the legislative reference library. Municipal officials need to be kept informed about what other cities are doing, the success or failure of other administrations, the experiences of other municipalities in solving problems similar to those confronting them, legisla-

¹⁷ Charles McCarthy, "The Legislative Reference Department," in P. S. Reinsch, *Readings on American State Government* (Boston, 1911), 63-79; J. H. Leek, "The Legislative Reference Bureau in Recent Years," *Amer. Polit. Sci. Rev.*, XX, 823-831 (Nov., 1926).

tion, new laws, court decisions, state and federal rulings affecting municipal government, new ideas and plans of other city officials, and everything that makes for efficient municipal practice. The municipal reference library was created to be a source of such information; and in qualifying as such it becomes an investigative agency of appreciable importance. Its data are useful also to private students of government, economics, and sociology, and its collections are often resorted to by them.

The first municipal reference library was established in Baltimore in 1907, when an amendment to the city charter went into effect creating a department of legislative reference for that city. In point of fact, this library has always combined the work of both a legislative and a municipal reference library, for it serves the state legislature in addition to the city officials. No other municipal reference library has this double purpose, although a few of the legislative reference libraries have sections devoted to municipal reference work. Milwaukee established the first municipal reference library by ordinance, passed on February 3, 1908. In 1911, another ordinance made the municipal reference library, until then a separate bureau, a branch of the public library. Kansas City also established a municipal reference library in 1910 as a separate branch of the city government, changing its status, however, in 1913 so as to bring it under the jurisdiction of the public service committee of the city council. In St. Louis the municipal assembly, by a concurrent resolution passed in 1911 requested the public library to establish a municipal reference library in the city hall; and the resulting library has been maintained ever since upon that basis. A similar situation exists, either as a result of council ordinance, or by direct action of the library trustees, in Cleveland, Chicago, Portland (Ore.), and Toronto, Canada. In March, 1913, the Municipal Reference Library of New York City was formally opened by the comptroller. At first it was maintained in the department of finance under the supervision of the comptroller, but in 1914 it became a branch of the New York Public Library, administered by the trustees of the Library, but maintained in the Municipal Building for the convenience of the city officials and departments, and supported by the city.¹⁸

¹⁸ The remaining municipal reference libraries in the United States—there are fifteen in all—are in Detroit, Cincinnati, Toledo, Minneapolis, Philadelphia, Rochester, and Seattle. Originally the supposition was that the municipal reference library could function best as a separate bureau or department of the city government and directly under its supervision. The Baltimore and Chicago bureaus are still on this basis. Later, however, the theory was ad-

The collections of the New York library are the most extensive and probably the most used. The librarian, Miss Rebecca B. Rankin, writes as follows: "The municipal reference library collects first its own city documents. This means proceedings of controlling bodies and annual and special reports of all departments. In the case of the city of New York, it means many, many old and valuable documents of New York, Brooklyn, Long Island City, and the villages thereabouts; it means county and borough reports, and cases and reports from the judiciary. It also includes all articles about and reports of action taken by groups of citizens concerning the government of New York during these past centuries. Equally important is the gathering of all local histories, biographies, and like material about the city itself. In some cases, original manuscripts, letters, and documents from the departments or the mayor's office form a part of the library. From other cities of similar size—in the case of New York, all cities over one hundred thousand population—we have charters, ordinances, proceedings of common council or controlling body, financial and departmental reports. This forms an untold source for research on almost any municipal problem. The federal statistics and reports concerning municipalities are, of course, available. Such state documents as relate closely to municipal affairs are obtained and on file, e.g., tax reports and public utility commissions reports. For New York State the collection of documents is quite complete, since the state has considerable jurisdiction, or did have before home rule, over the cities. The general collection covers every subject which falls within the province of municipal government. . . . The study of municipal government in general, of any specific department or its activity, or of any one specific method used in the governmental boards or by the departments may be pursued in a municipal reference library. The material on any given subject is up-to-the-minute and contains every form of print available from extensive annual reports through magazine articles, newspaper clippings, chamber of commerce committee studies, experts' opinions, court decisions, laws, comparative governmental statistics, and often carefully gathered opinions which have not got into print. The point of greatest importance about the municipal reference library to the research worker in political science, economics, sociology, and local history, is that

vanced that such an institution would be more independent and non-partisan and less affected by changing city administrations if it were administered by the public library as a branch, though maintained in the city hall for the convenience of the city officials. St. Louis followed this plan from the outset, and, as observed, New York adopted it after a year's experience.

here he will find carefully collected and filed all the material, up to date, on all departments of municipal government."

IO. MISCELLANEOUS SPECIAL LIBRARIES.

The growth of special libraries is the outstanding feature of library history in the past twenty years. It has come as the result of two things chiefly, first, increasing recognition by library authorities of the futility of trying to collect all printed material in a single library, leading in turn to departmentalization and distribution of effort in library work analogous to that which has taken place in many other fields of activity, and second, the practical use found by growing numbers of business and other establishments for collections of books and pamphlets prepared with reference to the particular day-by-day needs of their officials and employees.¹⁹ Other obvious contributing factors are the rapid growth of modern organizations and the mounting quantities of information nowadays put into printed form. Prior to 1909, when a Special Libraries Association was formed, there were but few libraries of the kind and their importance was not widely appreciated; the organization mentioned started with only fifty members. Subsequently, development was rapid; the Association now has more than eight hundred members, and the second edition of the "Special Libraries Directory," published by the organization in 1925, lists a total of only slightly less than a thousand libraries. Not only is the number still increasing but its further extension is limited only by the growth of the modern desire for specialized information.

It goes without saying that the existing thousand special libraries are of the widest variety, as to subject matter, size and completeness, and value for research purposes. The directory referred to lists the libraries in forty main classes or categories, ranging from libraries on aéronautics or on motion pictures to libraries of economic research, law libraries, historical libraries, and great research libraries such as the John Crerar Library at Chicago. Some fifty are listed as "civic" libraries (including bureaus of municipal reference), some sixty-five as historical libraries, forty-five as law libraries, sixty as

¹⁹ "The special library . . . is the result of the invasion of the library by new people—the business and professional man, the public administrator, the manufacturer, the scientist. All these have now pretty well made the discovery that the experience of the past—the past of five hours or five thousand years ago—may be set to work just as effectively as any other part of its accumulated capital." J. C. Dana, in *Special Libraries Directory* (2nd ed., New York, 1925), viii.

libraries of religious bodies or establishments, sixty as libraries of government agencies in Washington, thirty-five as libraries on public utilities, and sixty-five as industrial libraries—besides fifty in chemistry, ninety in medicine, and numerous others in smaller groups. As to geographical distribution, 216 are situated in New York, 133 in Pennsylvania, 113 in the District of Columbia, 111 in Massachusetts, 54 in Ohio, 52 in Illinois, etc.

Many of these special libraries belong, of course, to classes or groups already touched upon in the present chapter: libraries of learned societies, historical libraries, law libraries, legislative and municipal reference libraries, libraries of government departments and commissions. As for the rest, the great majority have it as their function not to collect everything possible, index it, and keep it forever, as does the general library, but to make new materials instantly available and as easily useable as possible, arrange it for the particular purposes of those for whom it is intended, and discard it when superseded by later knowledge.²⁰ Particularly is this true of the bulk of libraries maintained by business and industrial establishments. Such libraries are of relatively little value for research purposes; they do not purport to be research libraries. On the other hand, many of the establishments, even though unpretentious, are capable of being of considerable service to investigators in certain fields.

The special libraries (outside of categories already covered) of principal value for research workers, however, are those—relatively few in number—which are built up and maintained with the objectives of scholarship primarily in mind. Some of these cover a fairly wide range of subjects, as for example the John Crerar Library at Chicago (785,000 volumes), the James Jerome Hill Reference Library at St. Paul (35,000 volumes), and the Henry E. Huntington Library and Art Gallery at San Marino, Cal. But in most instances a single subject is developed primarily or exclusively, as, for instance, American history in the John Carter Brown Library at Providence (26,000 volumes), and sociology in the Social Service Library at Boston (67,000 volumes) and the library of the Russell Sage Foundation at New York City (90,000 books and pamphlets). A highly significant form of the special library is the library which, although an independent establishment, has been placed on the grounds of a university. The best illustrations, perhaps, are the

²⁰ Of course this fairly describes the function of legislative and municipal libraries as well.

Harry Elkins Widener Special Library at Harvard University, the William L. Clements Library of American History at the University of Michigan, and the Hoover War Library at Stanford University.²¹

²¹ The files of *Special Libraries* (published monthly—except August and September—by the Special Libraries Association) contain much information on individual special libraries and on sundry aspects of the general subject.

CHAPTER XVII

FELLOWSHIPS, PRIZES, AND OTHER PECUNIARY AIDS OR REWARDS

THE problem of adequate financial support for productive scholarship presents itself in a particularly acute form in relation to younger men and women of promise. A substantial proportion of the ablest graduate students in our universities require subventions to enable them to arrive at the doctorate without ruinous delays and distractions. A still larger proportion of young instructors, hard pressed to make a modest salary meet the needs of a growing family, are totally unable to take a year off for study and travel unless practically the entire cost is borne by some benevolent agency. Indeed, a great number of university men in the junior ranks generally are deterred by financial considerations from research activities for which they are fitted and in which, were conditions different, they would be happy to engage. The case of the young instructor is especially serious. "A newly fledged doctor, appointed to a junior position in one of our departments, is usually assigned a heavy teaching schedule, when he neither knows thoroughly the subjects he has to cover, nor knows how to teach. During the years when he would be most likely to make discoveries he is kept exceedingly busy mastering new subjects, marking papers, acquiring classroom skill, and often eking out an inadequate salary by non-scientific work. This is a most effective system for discouraging research."¹

That the future of creative learning in America nevertheless rests very largely with a rising generation thus circumstanced is a fact of solemn import; and it becomes a matter of concern to know whether anything is being done to relieve the situation. It is gratifying to be able to report that some progress has been made, even though anything approaching a full solution is still a long way off; and it is particularly cheering that the problem has of late come to be much more adequately appreciated than even a decade ago, and that the principal contributions thus far made to its solution have come within this brief period. One line of attack has been the cut-

¹ Wesley C. Mitchell, in Social Science Research Council, *Annual Report of the Chairman* (1927), 18.

ting down of teaching schedules of instructors with marked capacity for research. This has not been done widely, but the fact that it has been done at all, as for example at Columbia, is heartening. Another contribution has been the securing of funds by university councils or other agencies for the carrying out of large coöperative research projects in which younger members of the staff have opportunity to join. The principal mode of relief, however, has been the establishment of fellowships primarily for research purposes and carrying stipends sufficient to enable the incumbents to suspend teaching or other routine work for a year or two of intensive study, with perhaps much-needed travel.

Until recently, fellowships were offered almost exclusively by universities, and were intended simply for the encouragement and aid of ordinary student effort, graduate or undergraduate. Even the usual graduate fellowship had no relation to research except in the general sense that the incumbent was presumably preparing for a life of productive scholarship (a large assumption in many cases), and perhaps in the more immediate sense that he was likely to be occupied for a portion of his time upon a dissertation. Of graduate fellowships available for research in any stricter sense there were few, and of those within the reach of the post-doctoral aspirant there were fewer still. The past decade, however, has brought a remarkable development, in two chief ways—first, in the absolute number of fellowships of all kinds, and second, in the emphasis placed upon research. The multiplying numbers of graduate students and the increased pressure for financial assistance have driven many of the universities, both endowed and publicly supported, to increase their fellowship offerings; the establishment of a fellowship, or a group of fellowships, is coming more and more to be a favored way of perpetuating the memory and influence of a parent or friend; and several foundations and other such organizations—whose ministrations in numerous directions have of late been so notable a feature in the educational world—have endowed long lists of scholarships and fellowships, many of them designed exclusively for the aid of research. Furthermore, in some instances older university fellowships which, on account of having been established when money was worth about twice what it is today, had largely lost their attractiveness and practical value (especially for study abroad), have been increased in their stipends; although this matter of inadequacy of stipends remains one of the most lamentable aspects of the present situation. Stipends of four, five, and six hundred dollars do not

carry a man far in these times, and in some instances it has been necessary to pool the incomes of two or more fellowships to produce a combined income equivalent in purchasing power to the income of a single fellowship formerly.²

The increased emphasis upon research has come about largely through the multiplication of fellowships open only to persons who have attained the doctor's degree or who are of equivalent maturity and experience. From a different point of view, the most noteworthy development in the fellowship situation in post-war years has undoubtedly been the swift increase of fellowships and scholarships of an international character. According to recent estimates, two and a half million dollars of American money are spent every year on appointments looking to the interchange of students internationally, chiefly between America and Europe. The Institute of International Education (See p. 393) alone administers 126 such appointments.³ The bulk of these international fellowships, however, are not for persons sufficiently mature to engage in research in any very strict sense, and from the research point of view the most significant thing is, rather, the opening up of fellowship opportunities (which usually include provision for study abroad if desirable or appropriate) to hard-worked and under-paid junior members of college and university staffs. The first important step in this direction was taken by the National Research Council, which, in 1919, with funds supplied by the Rockefeller Foundation, instituted a series of research fellowships in physics, chemistry, and mathematics with stipends of from \$1,800 to \$2,700. Sixty-two fellowships of this nature are at present available. In 1922, under the same auspices and with support mainly from the same source, a group of fellowships in the medical sciences, and in 1923 a group in the biological sciences, was established, numbering at present thirty-one in the one case and thirty-nine in the second. In 1925 came the establishment of the John Simon Guggenheim Memorial Foundation (See p. 400), providing for two-score or more fellowships for study abroad, and also,

² Dean Cross, of Yale, advocates for fellowships to be held by residential graduate students an average yield of \$1,250, on a scale running from \$1,000 to \$1,500. *Report to the President of Yale University, 1924-1925*, p. 67. Probably in the majority of universities a scale of \$800 to \$1,200 would reasonably suffice.

³ This organization has published two very useful lists: "Fellowships and Scholarships open to American Students for Study in Foreign Countries" and "Fellowships and Scholarships open to Foreign Students for Study in the United States" (New York, December 1, 1925). See Frank Aydelotte, "Educational Foundations, with Special Reference to International Fellowships," *School and Society*, XXII, 799-803 (Dec. 26, 1925).

in 1925, that of the somewhat smaller group of fellowships supported by the Laura Spelman Rockefeller Memorial Foundation and administered by the Social Science Research Council. It was the Guggenheim and Social Science Research Council fellowships that first opened opportunities of this nature in any important way in the humanities. All appointees are of the post-doctoral type and hence usually in the late twenties or early thirties; serious research is the prime objective; and the stipend, varying from \$2,000 to \$3,000, or even more, is intended not only to be the equivalent of the incumbent's regular salary for the period of his tenure but to permit of all necessary travel and acquisition of materials. The Social Science Research Council stresses the point that while all incumbents are expected to be working on worth-while and practicable projects, the major purpose of the fellowships is not so much the execution of projects as the development of the research workers themselves in experience, spirit, and technique.

This enrichment of research opportunities for earnest but impetuous university instructors and assistant professors—to whom the great bulk of the appointments regularly go—is indeed gratifying. It has opened the door of hope and opportunity to hundreds, if not thousands, of deserving young scholars, who, as matters have stood, could not expect at any early date either to take time off for an ambitious piece of research or to resort for such a purpose to distant parts of the country, or of the world, where their studies could be carried on most advantageously. Already it has done much to prevent the loss of research interest in the early post-doctorate years by the premature or excessive absorption of promising investigators in routine duties. There is just one possible ground for apprehension. Through these fellowships, provided and administered by foundations and other non-academic organizations, the universities are, in effect, subsidized collectively in aid of research. The most they are asked to do is to release junior faculty members for a stated period and receive them back again after their research appointments have expired. As a matter of fact, instances have occurred in which a university not only spent no money in putting before a younger staff member a special opportunity to carry out a research project, but, upon such a member being appointed to an extra-university fellowship, actually gained financially from the transaction by employing a still less expensive substitute, or even permitting the appointee's courses to be suspended during his absence!

The question arises, will those who have to do with obtaining and apportioning university funds fall into the habit of expecting the interests of productive scholarship, so far as they affect the junior staff members, to be taken care of by extra-academic agencies? Will they permit the possibility of windfalls from the National Research Council, the Social Science Research Council, and what not, to temper their zeal for the support of research within the university on large and adequate lines? It would, of course, be most unfortunate if these things were to happen, not only because in the absence of an extraordinary increase of the present number of extra-academic fellowships the majority of deserving young scholars—in the universities, and particularly in the colleges—can never receive even a single appointment, but because by slipping into an easy dependence upon outside agencies for the sustenance of the research spirit among the younger men an institution would inevitably weaken, and eventually ruin, its position as a research center. The extra-academic aids to research which we now have are most useful and welcome as supplementing the facilities provided by the educational institutions, but it is a fair question whether in the future post-doctoral fellowships should not be endowed in such a fashion as to keep them inside the universities and colleges rather than to set them up as, in effect, alternatives to academic offerings and enterprises.

One other important matter is the distribution of research fellowships according to branches or fields of learning. Here the facts are, in brief, that the natural sciences have fared distinctly better than the social sciences, and the social sciences, in turn, rather better than the humanities in the narrower sense. Until a generation ago, such ordinary fellowships and scholarships as existed were predominantly for use in the humanities, including especially philology, philosophy, history, and literature. But the emergence of the natural sciences on the one side, and of such disciplines as economics, political science, and sociology on the other, conspicuously changed the situation. For twenty years, ordinary graduate fellowships have multiplied in natural and social science much more rapidly than in other fields; and the recent development of distinctively research fellowships has been very predominantly in the former rather than the latter domains. As against social science, too, natural science has had a marked advantage. The pressure applied to university authorities has been stronger on that side (as it has been in behalf of research interests generally) and—what is perhaps of greater im-

portance—the immediate practical bearings of much natural science research has prompted large numbers of industrial leaders and corporations—meat packers, paper manufacturers, silk manufacturers, chemical companies, lumbering interests, even bakers and launderers—to endow research fellowships, not only in direct connection with industrial establishments, but in the universities and colleges as well. There have been few individuals or organizations with the pecuniary impetus to do this sort of thing for history or philosophy, or even for economics and political science. In calling attention to the fact that in a ten-year period during which natural science fellowships have multiplied at Yale only one fellowship has been established in the humanities,⁴ Dean Cross has merely pointed to conditions existing, broadly, throughout the country.

The following lists have been compiled with a view to bringing together information about all American fellowships and scholarships available in the humanistic and social sciences and administered primarily with a view to encouraging and assisting research. Fellowships and scholarships open only to undergraduates, and those which are regularly held only by graduate students pursuing residential work toward a degree—as well as all which carry any teaching obligations—are omitted.⁵ Many fellowships, however, may be held now by a graduate student doing only routine work and again by a graduate student or other person engaged for the most part in research; hence the list includes many which are certainly not research appointments exclusively. By the same token, some fellowships which may actually involve substantial research of post-doctoral quality have no doubt been inadvertently omitted. From the information received, it was frequently difficult to classify accurately. Traveling fellowships, as ordinarily contemplating research work, have been included unless reason appeared for omitting them.

Fellowships available for use in all fields of learning, humanistic or scientific, are designated as “unrestricted.” Those which are granted for research work in a single field only, or in either of two fields, are listed by fields. Unless otherwise indicated, fellowships are to be understood to be open to both men and women.⁶

⁴ *Report to the President of Yale University, 1923-1924*, p. 99.

⁵ For an informing report of Committee C of the American Association of University Professors on ordinary graduate fellowships, scholarships, and assistantships, see *Bulletin of the Association*, IV, 10-32 (Apr., 1918).

⁶ With these lists are to be compared “Fellowships and Scholarships for Advanced Work in Science and Technology,” *Bulletin of National Research Council*, VII, Pt. 2, No. 38 (Nov., 1923), and the lists issued by the Institute of International Education, cited above (see p. 386).

UNRESTRICTED, OR RESTRICTED ONLY TO THREE OR MORE
FIELDS OF LEARNING

AMERICAN ASSOCIATION OF UNIVERSITY WOMEN, 1634 I Street,
Washington, D. C.

A. A. U. W. Fellowship (Undesignated). Open to women having a degree in arts, science, or literature, and showing promise of distinction. Preference given to candidates who are interested in pre-school work. Stipend, \$1,500.

Alice Freeman Palmer Memorial Fellowship. Unrestricted. Open to women who not only hold the degree of Ph.D. or Sc.D., but can present evidence of distinctive subsequent accomplishment in research. Stipend, \$1,200.

Anna C. Brackett Memorial Fellowship. Unrestricted. Open to women having a degree in arts, science, or literature, who intend to make teaching their profession. Preference given to applicants who have had successful experience in teaching and in addition have completed at least two years of graduate study. Awarded every third year. Stipend, \$1,000.

Boston Alumnae Fellowship. Unrestricted. Open to women for graduate or research work of a constructive character in Europe or America. The applicant must normally be a graduate of an approved college; although the award may be made, at the committee's discretion, to any woman who submits a report of a limited amount of investigation, provided exceptional promise is shown, Stipend, \$800.

European Fellowship. Unrestricted. Open to women who have met the requirements for the degree of Ph.D. with the possible exception of completion of the dissertation. For research in Europe. Stipend, \$1,200.

Gamma Phi Beta Social Service Fellowship. Through the committee on fellowships, the Gamma Phi Beta Sorority offers the Lindsey Barbee fellowship, open to women graduates of colleges of recognized rank who have done at least one year of graduate work, "including some courses in the department of social science." Appointees must be preparing for the profession of social service. Stipend, \$500.

International Fellowship. Unrestricted. Open to members of associations or federations of university women forming branches of

the International Federation of University Women. For research at an approved educational institution in a country other than that in which the fellow has received her previous education or habitually resides. Applicant should describe a scheme of research and submit a dissertation or published work. Stipend, \$1,200.

Julia C. G. Pratt Memorial Fellowship. Unrestricted. Awarded every third year. Stipend, \$1,000.

Margaret E. Maltby Fellowship. Unrestricted. Open to women, having a degree in arts, science, or literature, who show promise of distinction. The fellowship covers a year's study, research, and possible travel for a student who has had at least one full year of graduate work or its equivalent in training. Stipend, \$1,500.

Mary Pemberton Nourse Memorial Fellowship. Open to American women who have completed a minimum of either two years of graduate study tending toward public health work (in such subjects as biology, chemistry, the medical sciences, economics, and sociology) or two years of practical work in the field of public health. The fellowship may be used for any studies along the lines of public health work approved by the committee on fellowships. Stipend, \$1,500.

Phi Mu Fellowship. Unrestricted. Open to American women holding a degree from any college or university in which Phi Mu has a chapter. Stipend, \$1,000.

Applications for the above fellowships should be addressed to Professor Agnes L. Rogers, Bryn Mawr College, Bryn Mawr, Pa., not later than January 15.

AMERICAN COUNCIL ON EDUCATION, 26 Jackson Place, Washington, D. C.

Franco-American Exchange Scholarships (unrestricted) as follows:

1. Open to (a) men, American born, under thirty years of age, graduates of a college or university approved by the American Council on Education, and having a speaking knowledge of French (b) women and men of the foregoing qualifications. For study at the *University of Bordeaux*. Stipend (a) two scholarships covering tuition, board, and lodging; (b) eight scholarships covering tuition only.

2. Open to American-born women who have done graduate work and have a university career in view, and who speak and read French

easily and intend to study seriously. For use at the *École Normale Supérieure de Sèvres*. Two scholarships covering tuition, board, and lodging.

3. Open to American-born men under thirty, graduates of a college or university approved by the American Council on Education, and having a speaking knowledge of French. For use at the *University of Grenoble*. One scholarship covering tuition, board, and lodging.
4. One scholarship for men and one for women, American born, under thirty years of age, graduates of a college or university approved by the American Council on Education, and having a speaking knowledge of French. To be used at the *University of Lyons*. Scholarships cover tuition, board, and lodging.
5. Open to American-born women under thirty, graduates of a college or university approved by the American Council on Education, and having a speaking knowledge of French. For study at the *University of Paris*. One scholarship covering tuition, board, and lodging.
6. Open to American-born men and women under thirty, graduates of a college or university approved by the American Council on Education, and having a speaking knowledge of French. For use at the *University of Paris*. Two scholarships giving free tuition only.
7. Open, one to American-born men, the other to American-born women, under thirty, graduates of a college or university approved by the American Council on Education, and having a speaking knowledge of French. For use at the *University of Toulouse*. Two scholarships, covering tuition, board, and lodging.
8. Open to American-born men and women under thirty, graduates of a college or university approved by the American Council on Education, and having a speaking knowledge of French. For use at the *University of Strasbourg*. Stipend, 2,000 francs, in addition to free tuition and lodging.

Scholarships in Czechoslovakia. Unrestricted. Open to American-born men and women graduates of an approved college or university, and having some knowledge of either the Czech or the Slovak language. For study in Charles University, the University of Technological Sciences, the Arts Academy, or the Commercial College. Five scholarships. Stipend, 15,000 Czechoslovak crowns, covering tuition, room, and board.

Applications for all scholarships in the foregoing groups should be addressed to the Institute of International Education, 2 West 45th St., New York City, not later than March 1.

AMERICAN FIELD SERVICE FELLOWSHIPS FOR FRENCH UNIVERSITIES.

Unrestricted. Open to male citizens of the United States or its possessions, who are graduates of a college of standing or of a professional school requiring three years of study for a degree, or have spent five years in work requiring like technical skill, and who have a speaking knowledge of French. For use in French universities and other institutions of learning. In 1926-27 there were eleven of these fellowships. Stipend, \$1,200 each. Tenable for one year, with possibility of renewal for one year. Apply to the Institute of International Education, 2 West 45th St., New York City, submitting all credentials, by December 15.⁷

AMERICAN-GERMAN STUDENT EXCHANGE FELLOWSHIPS.

Unrestricted. Established by German universities as an international exchange for similar fellowships established by American colleges and universities for German students. Candidates must be American citizens with a working knowledge of German, and qualified to pursue independent study and research. Preference is given to applicants who are "potential leaders in public life." "A limited number" of fellowships available in 1927-28. Stipend covers tuition, board, and lodging for one year. Apply for information to Institute of International Education, 2 West 45th St., New York City.

AMERICAN-SCANDINAVIAN FOUNDATION TRAVELING FELLOWSHIPS.

For advanced work in universities in the Scandinavian countries. Ten have been provided for study in Sweden, five in Denmark, and five in Norway. Graduate students, instructors, and younger professors in American colleges and universities are especially invited to become candidates. Stipend, at least \$1,000 each. Applications received up to March 15 by the Secretary of the Foundation, James Creese, 25 West 45th St., New York City.

AMERICAN UNIVERSITY WOMEN'S PARIS CLUB SCHOLARSHIPS.

Unrestricted. Awarded to women graduates of American colleges and universities on basis of scholarly ability, personality, and prom-

⁷ An American-Swiss student exchange was in process of organization, under auspices of the Institute, in 1926.

ise. For study at the Sorbonne, the College de France, or some other institution of higher education in Paris. Four scholarships, each of a value of 350 francs a month, and two of a value of 200 francs a month, to be applied toward the cost of residence at the Club. In addition to the scholarship, each student should count on paying from 350 to 800 francs per month for residence at the Club. Applicants should send, before March 1, to Miss Virginia Newcomb, secretary of the Board of Managers, 165 West 83rd Street, New York City, the necessary credentials: (1) a personal letter of application, (2) a letter from the dean of her college or university certifying to the applicant's personality and character as well as her scholarly qualifications, (3) letters from two professors as to her work and promise of success.

AMHERST COLLEGE, Amherst, Mass.

Rufus B. Kellogg University Fellowship. Limited to humanistic subjects, philology, mathematics, or natural science. For an alumnus of Amherst College. An exceptionally good knowledge of Latin and German required. Award is for a term of seven years, the first three to be spent at a German university or elsewhere, the other four as a lecturer at Amherst. Stipend, interest on a fund of approximately \$30,000.

Amherst Memorial Fellowship. For the study of social, economic, and political institutions. Candidate must be a college or university graduate of marked mental ability in some branch of the social sciences, and must have given promise of original contributions to his particular field of study. He should have demonstrated a spirit of service, and should intend to devote his life to the betterment of social conditions through teaching in its broad sense, journalism, politics, or field work. An appointment is made every second year, for a period of not more than four years, half of which should be spent in Europe. Stipend, \$2,000.

AUSTRALIAN FEDERATION OF UNIVERSITY WOMEN FELLOWSHIP

For study in biology, natural philosophy, geology, economics, anthropology, or colonial history. Open to members of federations of university women, or other graduates of universities approved by the Australian Federation, not more than forty years of age. Appointees must spend six months in Australia and may spend the remainder of the year in Tasmania or New Zealand. Stipend, £500.

BOSTON UNIVERSITY, Boston, Mass.

Augustus Howe Buck Educational Fund Fellowships. Unrestricted. Open to men who are graduates of Boston University and who were Augustus Howe Buck scholars during their undergraduate years. May be used for study abroad. Several appointments each year. Stipend, all expenses.

Jacob Sleeper Fellowship. Unrestricted. Open to graduates of the College of Liberal Arts of Boston University, "of positive Christian character." For use abroad as well as at Boston University or elsewhere. Stipend, \$750 for one year, with possibility of renewal for one additional year. Applicants should apply to the dean of the College of Liberal Arts, Boston University.

BROWN UNIVERSITY, Providence, R. I.

Morgan Edwards Research Fellowship. Unrestricted. Open to men who are graduates of Brown University of not more than ten years' standing. For the pursuit of original research wherever facilities seem best. Stipend, \$1,000. Applications received by the president of the University.

BRYN MAWR COLLEGE, Bryn Mawr, Pa.

Helene and Cecil Rubel Foundation Fellowship. Unrestricted. Open to women who are graduates of any college of recognized standing, but who have also studied at Bryn Mawr. Work may be done at any center of education or in travel. Stipend, \$1,500. Applications received by the president before March 1.

Helene and Cecil Rubel Foundation Fellowship. Unrestricted. Open to women who have at any time studied in the graduate school of Bryn Mawr College long enough to have shown their ability. Stipend, \$1,500. Apply to the president of the college.

Mary Elizabeth Garrett European Fellowship. Unrestricted. Open to candidates for the doctorate at Bryn Mawr, who have had two years of graduate work there. For use in completing studies at some English or Continental university. Stipend, \$500.

President M. Carey Thomas European Fellowship. Awarded annually to a student in her first year of graduate work at Bryn Mawr College. To be used for a year's study and residence at some foreign university. Stipend, \$500.

Resident Research Fellowships. For use in languages, history, philosophy, and archaeology. Open to women who are graduates of Bryn Mawr, or other colleges of good standing, and who have completed a year of graduate work. Stipend, \$810.

CALIFORNIA, UNIVERSITY OF, Berkeley, Cal.

LeConte Memorial Fellowship. Open to graduates of the University of California of not more than three years' standing. For research and study either at the University of California or elsewhere. Stipend, \$650.

Sigmund Martin Heller Traveling Scholarship. Unrestricted. Open to graduates of academic colleges of the University. For advanced study by distinguished graduate students through travel in this country or abroad. Stipend, \$1,500.

Taussig Traveling Fellowship. Unrestricted. Open to graduates holding a bachelor's degree from one of the academic colleges of the University. For advanced study or research. Appointment for one year, but may be renewed. Stipend, \$1,400.

CAMBRIDGE UNIVERSITY (England).

Emmanuel College Studentship for Research. Unrestricted. "Open to students of not less than twenty-one years, who have graduated at another university, or are able to give evidence of special qualifications," and the "ability to undertake research in any subject recognized by the University of Cambridge as desirable for research." To be used at Emmanuel College, Cambridge. Stipend, £150 a year for two years, and renewable for a third year in exceptional cases. Apply to the Master of Emmanuel College, Cambridge, England.

Peterhouse Research Studentship. Unrestricted. Open to graduates of any British or foreign university intending to proceed to a doctor's degree. To be used at Cambridge University, England. Stipend, £150 a year for two years. Apply to the Tutor, Peterhouse, Cambridge University, before July 1.

Trinity College Research Studentships. Unrestricted. Open to graduates of any university other than Cambridge "who can show evidence of exceptional qualification for research and who declare their intention, if elected, to proceed to the degree of Ph.D. in the University of Cambridge. Either before or after his election the elected student must obtain from the Board of Research Studies of the University permission to enter the University as a research student. Tenure of

the studentship is conditional upon such permission being obtained, and upon diligence in the approved course of research." For use only at Trinity College, Cambridge. Stipend to be adjusted to the student's needs, but not to exceed £200 per year. Application should be made to the Senior Tutor, Trinity College, Cambridge University, not later than July 25.

CHICAGO, UNIVERSITY OF, Chicago, Ill.

Eli B. Williams and Harriet B. Williams Fellowship. Assistantships of varying amounts not exceeding \$1,500 each are available for students competent to carry on somewhat independent research, or teaching in the School of Commerce and Administration.

COLUMBIA UNIVERSITY, New York City.

Gottsberger Fellowship. Unrestricted. Open to student having obtained first degree in Columbia College, who has been a resident graduate student for not less than two years. For use at Columbia or abroad. Stipend, \$950 a year for two years. Awarded every odd-numbered year.

Roberts Travelling Fellowship. Unrestricted. Awarded to Lydia C. Roberts graduate fellows who during their period of residence in Columbia University have given most evidence of ability to make contributions of value in their chosen fields of study. Stipend, \$1,000-\$1,200.

William Bayard Cutting Travelling Fellowships. Unrestricted. Open to men who have been in residence as graduate students and candidates for a higher degree under the faculties of political science, philosophy, or pure science for at least one academic year, and to graduates of Columbia University in law, medicine, applied science, or the fine arts. Preference is given to students of American parentage. Appointees are required to pursue their studies either in the United States or in foreign countries under such direction as may be prescribed. Stipend variable, but minimum normal amount is \$1,000.

COMMISSION FOR RELIEF IN BELGIUM EDUCATIONAL FOUNDATION, INC.

Graduate Fellowships for Belgian Universities. Unrestricted. Open to men and women on equal terms, for study in Belgian universities or technical schools. Candidates must be American citizens; must

have a knowledge of French; must be connected with the teaching staff of an American university or college; and must have a definite plan of study. Limited number of fellowships available each year. A monthly stipend, plus tuition fees and first-class travelling expenses to and from the chosen university in Belgium. Applications should be addressed to the Fellowship Committee, C. R. B. Educational Foundation, Inc., 42 Broadway, New York City.

DARTMOUTH COLLEGE, Hanover, N. H.

George E. Chamberlin Fellowship. Unrestricted. Open to graduates of Dartmouth College of not more than one year's standing. Available for travelling and work elsewhere. Stipend, \$1,000.

Henry Elijah Parker Fellowship. Unrestricted. Qualifications and conditions as above. Stipend, \$1,000.

William Jewett Tucker Fellowship. Unrestricted. Qualifications and conditions as above. Stipend, \$1,000.

Charles O. Miller Memorial Fellowship. Unrestricted. The recipient is expected to hold himself in readiness at the end of his tenure to serve the college as an instructor if the college so desires. Stipend, \$1,000.

James B. Richardson Fellowship. Unrestricted. Obligation as above. Stipend, \$1,000.

GOUCHER COLLEGE, Baltimore, Md.

Dean Van Meter Alumnae Fellowship. Unrestricted. Open to women who are graduates of Goucher College for graduate study at some approved university. Available for travel. Fellow must be a member of the Alumnae Association of at least one year's standing. Stipend, \$500. Applications must be made not later than March 1 to the chairman of the fellowship committee of the Board of Control of the College.

HARVARD UNIVERSITY, Cambridge, Mass.

Bayard Cutting Fellowship. For use in history, European literature, international law, colonial government, or economics. Incumbent must have spent at least one year in Cambridge, either as a student or as an officer of instruction or government. Incumbent may be permitted to travel. Stipend, \$1,300. Applications should be made to the dean of the Graduate School.

Edward William Hooper Travelling Fellowship. Unrestricted. Open to a student in the Graduate School of Arts and Sciences of Harvard University. May be used for study abroad. Stipend, \$1,400 for one year.

Exchanges with European Universities. Unrestricted. One student or graduate of Harvard University sent each year to the École Libre des Sciences Politiques, Paris, and another to the University of Lyons. Stipend, free tuition.

Francis Parkman Fellowship. Unrestricted. For use at Harvard University or elsewhere, including abroad. Stipend, \$575.

Frederick Sheldon Fund for Travelling Fellowships. Unrestricted. Open to graduate students who are members of the University. Incumbents will be assigned for investigation or study either in this country (outside Harvard University) or abroad. Stipend, variable. Application may be made at any time to Dean C. H. Moore, chairman of the Committee on General Scholarships and the Sheldon Fund.

John Thornton Kirkland Fellowship. Unrestricted. Incumbent must, as a rule, have resided three years at the University as a member of the College or of any of the schools. May be granted "leave to repair to a foreign university." Stipend, \$700.

Lionel de Jersey Harvard Studentship. Unrestricted. Open to graduate of Harvard University for study at Emmanuel College, Cambridge University, England. Stipend, \$1,750. Apply to the president of Harvard University.

Parker Travelling Fellowships. Unrestricted. Open to graduates of Harvard College or of any other department of the University. Four fellowships. Stipend, \$950 each.

Rogers Fellowships. "All sound literature and learning, except science strictly so-called." For graduates of Harvard College only, who may reside abroad for the purpose of study. Two fellowships. Stipend, \$1,000 each.

In general, the following conditions apply to the Harvard fellowships listed above: (1) non-resident appointments are only for graduates of some department of the University or for students who have been in residence at some time; (2) men only are eligible unless otherwise stated; (3) appointments are made for one year and are renewable, but never for more than a third year; and (4) unless

otherwise indicated, applications should be addressed to the Committee on Fellowships, Graduate School of Arts and Sciences, No. 24 University Hall, Cambridge, Mass., so as to be received not later than March 1.

HUNGARIAN-AMERICAN EXCHANGE SCHOLARSHIPS.

Unrestricted. Five scholarships, one available at each of five institutions in Budapest. For work in a variety of fields, including economics, philosophy, literature, and law. Free tuition, free lodgings in the Nicholas Horthy College of Budapest, and meals in a students' mess. Apply for information to the Institute of International Education, 2 West 45th St., New York City.

IOWA, STATE UNIVERSITY OF, Iowa City, Iowa.

Research Assistantships. Unrestricted. Open to persons who have qualified for research in some specific field. Appointees must give one-half of their time to assistance in research, with the privilege of carrying a two-thirds graduate schedule. Fifteen assistantships. Stipend, \$600 each.

Research Associateships. Unrestricted. Substantially post-doctorate fellowships for persons of proved ability in graduate work. Entire time to be devoted to research. Five associateships. Stipend, \$1,000 each.

ITALY-AMERICA SOCIETY.

Eleanora Duse Fellowship. Unrestricted. Open to men and women born in the United States or Canada who are graduates of a college or professional school of recognized standing. Holder must have a reading and speaking knowledge of Italian, and must have definite plans for study in an Italian university. Stipend, \$1,200. Applications received by the secretary, Italy-America Society, 25 West 43rd Street, New York City, not later than May 1. Reappointment for a second year is possible.

JOHN SIMON GUGGENHEIM MEMORIAL FOUNDATION.

Fellowships for Advanced Study Abroad. Established by former United States Senator and Mrs. Simon Guggenheim for research in any field of knowledge and for creative work in any of the fine arts, including music. Open to married or unmarried men and women who are citizens of the United States, irrespective of race, color, or creed. Appointees must have strong intellectual and personal qualifications,

and must have demonstrated unusual capacity for productive scholarship or unusual creative ability in the fine arts. It is expected that ordinarily they will be not younger than twenty-five nor older than thirty-five, although awards have been made in exceptional cases to persons of forty, or even beyond. The committee of selection requires ample evidence that candidates are persons of exceptional capacity for research; and ordinarily this must have been demonstrated by the publication of meritorious contributions to knowledge. Definite plans for proposed studies must be presented by all candidates. Fellows are expected to submit a complete report to the Foundation on retiring from their appointments, and informal reports at such times as the Foundation may suggest; in all cases, application for reappointment must be accompanied by preliminary reports of the results achieved. Applications, in the form prescribed, must be made in writing on or before November 15, addressed to Henry Allen Moe, secretary of the Guggenheim Memorial Foundation, 2300 Pershing Square Building, New York City. Final selections are made early in March. Of fifty-four fellowships granted in the spring of 1927 (exclusive of six renewals), forty-two were given to persons connected with educational institutions, practically all of them as instructors or professors of various grades. Members of the teaching profession who have received sabbatical leave are eligible for appointment to fellowships for terms shorter than one year with appropriate stipends; and reappointments are possible. The fund from which the fellowships are maintained amounts to \$3,500,-000; the number of fellowships is to run normally from forty to fifty; and the stipend is usually \$2,500. Including reappointments, a total of sixty-three awards (aggregating \$143,000) were made in 1927, to persons representing twenty-nine different educational institutions and twenty-two states.

JOHNS HOPKINS UNIVERSITY, Baltimore, Md.

Johnston Scholarships. Unrestricted. Open to men for independent research in their chosen subjects, with occasionally a small amount of teaching. Applications received by the president up to March 1. Three fellowships. Stipend, \$1,500 each.

KAHN FOUNDATION FOR THE FOREIGN TRAVEL OF AMERICAN TEACHERS.

Kahn Fellowship. Established by Albert Kahn of Paris and administered by a board of trustees. Intended to afford teachers in

American colleges and universities an opportunity to spend a year abroad in travel, observation, and study. Research in the strictest sense is not required, but the appointee is expected to submit a report. Stipend, \$5,000. Applications are to be made to Mr. Frank D. Fackenthal, secretary of the Kahn Foundation, Columbia University, New York City.

MICHIGAN, UNIVERSITY OF, Ann Arbor, Mich.

Sarah Parish Fellowship. Unrestricted. Open to persons showing evidence of marked ability for research and maturity in graduate study. May be used for study abroad. Stipend, \$1,000. Application should be made to the executive board of the Graduate School, University of Michigan, Ann Arbor, Mich.

MOUNT HOLYOKE COLLEGE, South Hadley, Mass.

Bardwell Memorial Fellowship. Unrestricted. Open to women who are graduates of Mount Holyoke College of not more than five years' standing. Work may be done anywhere in this country or abroad. Stipend, income from \$10,000.

NETHERLAND-AMERICAN FOUNDATION SCHOLARSHIP.

Unrestricted. Open to American citizens (men or women) who are graduates of a college or professional school of recognized standing in the United States, and who have a definite plan of study. For study at the universities of the Netherlands. Two scholarships. Stipend, \$500 each. Application should be made to the executive director of the Netherland-American Foundation, Inc., 17 East 42nd Street, New York City.

PENNSYLVANIA, UNIVERSITY OF, Philadelphia, Pa.

George Lieb Harrison Foundation Fellowships for Research. Unrestricted. Open to holders of the degree of Ph.D. from a university of recognized standing. For work at the University of Pennsylvania or elsewhere. Two fellowships. Stipend, \$1,500 each (and exemption from all fees). Applications should be addressed to the dean of the Graduate School.

George Lieb Harrison Foundation Fellowships. Unrestricted. Open to persons who have a baccalaureate degree and have had at least one year of graduate work. Ten fellowships. Stipend, \$1,000 each, with a book fund of \$50 and exemption from all fees. Apply as above.

University Fellowships for Research. Unrestricted. Open to both men and women. Fellows will be granted the unrestricted use of the facilities afforded by the Graduate School and the Library. Stipend, usually none. Applicants are required to submit plans for the prosecution of a definite and practicable plan of research.

POLISH-AMERICAN SCHOLARSHIPS.

For study of social sciences, languages, literature, history, business organization, and engineering, in Poland. Open to persons with a baccalaureate degree or its equivalent, and possessing high standing scholastically, good health and character, and a desire for social service. Stipend, \$500 and traveling expenses to Poland from United States. Apply to Stephen P. Mizwa, executive secretary, Polish-American Scholarship Committee, 10 Alpine St., Cambridge, Mass.

PRINCETON UNIVERSITY, Princeton, New Jersey.

Charlotte Elizabeth Proctor Fellowships. Unrestricted. Open only to unmarried men who are graduates of from one to six years' standing and who hold the bachelor's degree in distinctively liberal studies from Princeton University or from some other institution maintaining a similar standard for the bachelor's degree. Candidates must have shown unusual ability in their graduate work and capacity to engage successfully in research. Every fellow must reside in the buildings of the Graduate School and devote himself to advanced study to the exclusion of all other employment. The tenure is one year, with possible reappointment for not more than two years additional. Ten fellowships. Stipend, \$1,200 each. Applications received by the dean of the Graduate School before March 1.

Porter Ogden Jacobus Fellowship. Unrestricted. Conferred upon that regularly enrolled student of the Graduate School who has shown the highest scholarly excellence and a capacity to engage successfully in research. Stipend, \$1,200. Applications received by the dean of the Graduate School not later than March 1.

Jane Eliza Proctor Visiting Fellowships. Open to young British and French scholars of British and French universities respectively for resident advanced study and investigation in the Graduate College of Princeton University. Appointments are made annually on recommendation of Oxford and Cambridge Universities and the École Normale Supérieure of Paris, respectively. Three fellowships. Stipend, \$2,500 each.

SOCIAL SCIENCE RESEARCH COUNCIL FELLOWSHIPS.

Established in 1925 "to promote scientific research in the field of the social sciences broadly construed," and financed by the Laura Spelman Rockefeller Memorial Foundation for a period of five years. May be applied for by research workers in anthropology, economics, history, political science, psychology, sociology, and statistics, and also in the allied fields of law and education. Applicants are ordinarily expected to have received the doctor's degree or to have attained an equivalent level of scholarship and experience, and are required to be not over thirty-five years of age. Evidence of exceptional ability in research must be presented, together with a detailed outline of a project giving promise of definite scientific accomplishment. The amount of the stipend will depend on the requirements of each particular project, but will normally be the equivalent of the academic salary of the appointee, extra allowance being made for travel in the United States or abroad. The tenure may range from several months to as much as two years, depending on the character and requirements of the problem. Fifteen fellows were appointed for the year 1925-26; fifteen for 1926-27 (with four reappointments in addition); seventeen for 1927-28 (besides three reappointments). The fellowships are administered by a committee on research fellowships of which Professor F. Stuart Chapin, of the University of Minnesota, is secretary. Applications should be addressed to him by February 1 of each year.

RADCLIFFE COLLEGE, Cambridge, Mass.

Augustus Anson Whitney and Benjamin White Whitney Fellowships. Unrestricted. Open to (a) women who have spent one year at Radcliffe, and who submit definite plans for their work and prove that it has reached a point at which study abroad is highly desirable; (b) candidates who have demonstrated capacity for productive scholarship and who submit definite plans for their work; and (c) graduates who have done at least two full years of graduate work. All fellowships may be used for study abroad. Stipend for class "a," \$1,500 a year to each of two persons; for class "b," \$1,200 a year to each of two persons; and for class "c," \$1,000 a year to each of four persons. Application should be made before March 1 to the dean of the College.

Rebecca A. Green Fellowships. Unrestricted. Open to women (a) who have done at least two full years of graduate work and (b)

who have received a master's degree. May be used for study abroad. Stipend, \$1,000 a year to each of two persons of class "a," and \$740 a year to each of five persons of class "b." Application should be made before March 1 to the dean of the College.

SMITH COLLEGE, Northampton, Mass.

General Fellowships. Unrestricted. Though open to women graduates (of Smith or a college of equal rank) for study primarily at Smith, these fellowships may be used abroad by Smith graduates or members of the faculty. Six fellowships. Stipend, \$500 each. Applications should be addressed to the secretary of the committee on graduate instruction, Smith College, before March 15.

TEXAS, UNIVERSITY OF, Austin, Texas.

Malcolm Hiram Reed Jr., Fellowship. Open to men who have attained the degree of master of arts and who are qualified to carry on research. Stipend, \$1,000 and remission of fees. Applications received by the dean of the Graduate School before March 1.

UTAH, UNIVERSITY OF, Salt Lake City, Utah.

John R. Park Teachers Fellowships. Unrestricted. Open only to faculty members of the University of Utah. May be used for study abroad. Stipend, \$600 a year for not more than three years.

VIRGINIA, UNIVERSITY OF, University, Va.

Bennett Wood Green Fellowships. Unrestricted. Open to graduates of the University of Virginia who have received degree of doctor of medicine, bachelor of law, or master of arts. Candidates must be native Virginians or native residents of other southern states. May be used for study abroad. Two fellowships. Stipend, \$600 a year. May be held as long as four years. Address applications to Dean J. C. Metcalf, Graduate School, University of Virginia.

WELLESLEY COLLEGE, Wellesley, Mass.

Alice Freeman Palmer Fellowship. Unrestricted. Open to unmarried women not over twenty-six years of age who are graduates of American colleges of approved standing. Same person not eligible for more than two years. For study abroad, at any American college or university, or for independent research. Stipend, about \$1,000. Applications received by the president before February 1.

Horton-Hallowell Fellowship. Unrestricted. Open to Wellesley graduates for graduate study or independent research. Stipend, \$700. Applications, with personal letter showing plan of study and demonstrating ability to carry on independent work, should be sent to the chairman of the Fellowship Committee, Alumnæ Office, by February 1.

YALE UNIVERSITY, New Haven, Conn.

Scott Hurtt Fellowship. Unrestricted. Open to Yale graduates of not more than four years' standing. May be held for three years, one of which may be spent in New Haven and the other two at any foreign university or at the American School of Classical Studies in Athens or in Rome. Stipend, income from fund of \$12,000.

Sterling Fellowships for Research in the Humanistic Studies and the Natural Sciences. Unrestricted. Open to men and women who hold the degree of Ph.D. or have the training and experience normally indicated by this degree. Unlike most fellowships, these are available for (although not restricted to) mature persons who may have been engaged in teaching or research for a long period of years. Persons receiving appointment may reside during tenure at New Haven and use the resources of Yale University or may work abroad. Appointments are for one year, but may be renewed. About fifteen fellowships. Stipend, \$1,000 to \$2,000. Applications received by the dean of the Graduate School not later than April 1.

Sterling Junior Fellowships. Unrestricted. Open to men and women who are well advanced in their work toward the degree of Ph.D. In exceptional cases, fellows who have been in residence at Yale University for a year or more may be permitted to carry on their investigations in part elsewhere, at home or abroad. Twenty or more fellowships. Stipend, \$1,000 to \$1,500. Applications received by the dean of the Graduate School on or before March 1.

Soldiers Memorial Fellowship. Unrestricted. Open to graduate, of not more than five years' standing, of Yale University, who is pursuing non-professional studies. May be held for five years at places approved by the faculty, including abroad. Stipend, income from fund of \$10,000. Applications should be addressed to the dean of Graduate School.

RESTRICTED TO PARTICULAR FIELDS

a. ARCHEOLOGY

AMERICAN SCHOOL OF CLASSICAL STUDIES, FELLOWSHIP OF.

For Greek studies at Athens. Open to graduates of American colleges who qualify through competitive examination. Three fellowships, one for the study of the language, literature, and history of the ancient Greeks, and two for the study of Greek archæology. Stipend, \$1,000 each. Applications should be addressed to Professor Samuel E. Bassett, chairman of the Committee on Fellowships, University of Vermont, Burlington, Vt.

AMERICAN ACADEMY IN ROME, FELLOWSHIPS OF.

For classical studies at the American Academy in Rome. Open to unmarried citizens of the United States, who can use French and German and have high attainments in Latin and Greek literature or Greek and Roman history and archæology. Two fellowships, one for one year and the other for two years. Stipend, \$1,250 a year. Applications should be addressed to Roscoe Guernsey, executive secretary (New York Office), American Academy in Rome, 101 Park Ave., New York City.

AMERICAN SCHOOLS OF ORIENTAL RESEARCH, FELLOWSHIPS OF.

For study of archæology at American Schools of Oriental Research at Jerusalem and Bagdad. Open to qualified graduates of colleges that contribute to the Corporation. They may compete for the annual fellowship of \$1,000 offered in the school at Jerusalem (see Thayer Fellowship). Stipend, free tuition. Apply to Dr. James A. Montgomery, 6806 Greene Street, Germantown, Philadelphia, Pa.

Thayer Fellowship. For study of the archæology of Palestine and Syria, biblical and general, at the American School of Oriental Research, Jerusalem. Open to graduates of American colleges that contribute to the school, through competitive examination in March before year of tenure. Stipend, \$1,000. Apply to Dr. James A. Montgomery, 6806 Greene St., Germantown, Philadelphia, Pa.

BROWN UNIVERSITY, Providence, R. I.

Emma Josephine Ayer Arnold Archaeological Fellowship. Open to graduates of the Women's College of Brown University of not more

than ten years' standing. For advanced study in archæology either in the United States or abroad. Stipend, income of \$10,000.

HARVARD UNIVERSITY, Cambridge, Mass.

Charles Eliot Norton Fellowship in Greek Studies. For use in Greek history, literature, art, archæology, epigraphy, or topography. Open to undergraduates and graduates of Harvard University or of Radcliffe College. The holder will study at the American School of Classical Studies at Athens. Stipend, \$950. Applications received by the chairman of the Department of Classics by December 1.

William Watson Goodwin Fellowship. "For the benefit of a graduate student of classical literature or archæology who shall be approved by the Classical Department of Harvard College." Stipend, \$700.

JOHNS HOPKINS UNIVERSITY, Baltimore, Md.

Charles A. W. Vogeler Memorial Archaeological Fund. For research in Greek archæology. Income of fund used for a fellowship under the department of archæology and art, for research abroad or for any other purpose deemed proper. Stipend, income from \$5,000.

PENNSYLVANIA, UNIVERSITY OF, Philadelphia, Pa.

George Lieb Harrison Fellowship in Oriental Archaeology. Open to advanced students of Babylonian, Egyptian, or Palestinian archæology, for study at the University Museum, abroad, or elsewhere. Stipend, \$1,500. Address G. B. Gordon, director of the University Museum.

b. LANGUAGE AND LITERATURE

AMERICAN ACADEMY AT ROME, FELLOWSHIPS OF (see Archæology).

AMERICAN SCHOOL OF CLASSICAL STUDIES, FELLOWSHIPS OF (see Archæology).

BRYN MAWR COLLEGE, Bryn Mawr, Pa.

Anna Ottendorfer Memorial Research Fellowship. For use in research work at some German university in Germanic and Teutonic philology. Incumbent must have completed at least one year of graduate study at Bryn Mawr College. Stipend, \$700. Applications are received by the president of the College up to March 1.

CALIFORNIA, UNIVERSITY OF, Berkeley, Cal.

Bertha Henicke Taussig Memorial Scholarship. Open to women students in art, architecture, or literature. May be awarded as either a resident or a traveling scholarship. Stipend, \$600.

CHICAGO, UNIVERSITY OF, Chicago, Ill.

Daniel L. Shorey Traveling Fellowship in Greek. Awarded annually on the nomination of the head of the department of Greek, subject to the approval of the board of trustees. Stipend, \$1,200.

COLUMBIA UNIVERSITY, New York City.

Alexander Moncrief Proudfoot Fellowship in Letters. Open to sons of native-born American parents who have taken the degree of bachelor of arts after three years' residential work at Columbia College. The incumbent may pursue his studies and research at Columbia University, or, with the approval of the department of English and comparative literature, elsewhere. Stipend, income of \$15,000.

Carl Schurz Fellowship for the Study of the German Language and Literature. Open to graduates of all colleges and scientific schools of approved standing. May be granted for research work. Awarded every alternate year, beginning with 1902, on the nomination of the department of Germanic languages and literatures. Stipend, net income for the period of two years from the sum of \$10,000.

Fellowship of Order of Sons of Italy. Maintained by the Order of Sons of Italy in America and administered by the Institute of Italian Culture at Columbia University. Candidates must be equipped to carry on research in Italian language or literature. Stipend, \$1,200. Applications may be addressed to the department of Romance Languages, Columbia University.

Henry Drisler Fellowship in Classical Philology. Candidates elected on nomination of the department of Greek and Latin. May be granted for research work. Stipend, \$650.

CZECHOSLOVAK SCHOLARSHIPS.

For Slavonic studies in Czechoslovak universities and colleges at Prague. Open to citizens of the United States, men and women, between twenty and thirty years of age (preferably of Czechoslovak descent), who have a bachelor's degree. The scholarships are intended primarily for students who have successfully finished their

Slavonic studies in an American university and desire to specialize in the Czech language, literature, history, or arts, especially with the intention of becoming professors in these subjects. Candidates should have a working knowledge of the Czech or the Slovak language. Five scholarships. Stipend, 15,000 crowns (\$500) each, which covers approximately room, board, and tuition. Apply to the Institute of International Education, 522 Fifth Avenue, New York City.

DARTMOUTH COLLEGE, Hanover, N. H.

Richard Crawford Campbell, Jr. Fellowship. For advanced work in English. Open to graduates of Dartmouth College, and may be used for study abroad. Stipend, \$1,000 for one year, with possibility of renewal for one year. Address the secretary of the College.

HARVARD UNIVERSITY, Cambridge, Mass.

Charles Dexter Scholarships. Used to encourage young men "to study profoundly the English language" and to enable them "to visit Oxford and Cambridge in England, or the cathedral towns of England." Stipend, variable.

Charles Eliot Norton Fellowship in Greek Studies (see Archaeology).

JOHNS HOPKINS UNIVERSITY, Baltimore, Md.

Edmund Law Rogers Fellowship. For the study of Greek and Latin languages and literatures. Open to students who have had at least two years of graduate study in the Johns Hopkins University, or have demonstrated ability through written examination and thesis. Applications received by the president of the University, in writing, before March 1.

William S. Rayner Fellowship. Open to advanced students in the department of Semitic Languages. Applications received by the president of the University, in writing, before March 1.

MT. HOLYOKE COLLEGE, South Hadley, Mass.

Frances Mary Hazen Fellowship. Preference to a student of the classics. May be granted for work in this country or abroad. Stipend, \$250.

NEW YORK UNIVERSITY, New York City.

Ottendorfer Memorial Fellowship. For use in original investigations in Germanic language and literature. Open to graduates of recog-

nized American colleges who are proficient in languages and the history of German literature. The incumbent must spend at least six months in Germany. Stipend, \$800, with allowance of \$100 for books. Award is made in April.

PENNSYLVANIA, UNIVERSITY OF, Philadelphia, Pa.

Jusserand Travelling Fellowship. Awarded to the student in the Graduate School who is best qualified to pursue studies of modern languages abroad. Stipend, income of fund of \$15,000. Applications should be received by the dean of the Graduate School before March 1.

PRINCETON UNIVERSITY, Princeton, N. J.

Charles Scribner University Fellowship. For advanced work in English. Open to duly qualified graduates of Princeton University or of any other college or university. May be used for study abroad also. Stipend, \$700. Address the dean of the Graduate School, Princeton University, Princeton, N. J., before March 1.

Herbert Montgomery Bergen Fellowship, and Boudinot Fellowship. For study in modern languages, and open to duly qualified graduates of Princeton University or of any other college or university. Incumbent may work in the United States or abroad. Stipend, \$700 each, with free tuition. Applications to be sent to the dean of the Graduate School, Princeton University, Princeton, N. J., before March 1.

John Harding Page Classical Fellowship. For work in the classics. Open to duly qualified graduates of Princeton University or of any other college or university. For use at Princeton, abroad, or elsewhere. Stipend, \$700. Applications should be addressed to the dean of the Graduate School, Princeton University, Princeton, N. J., before March 1.

RADCLIFFE COLLEGE, Cambridge, Mass.

Louisa Green Bursley Fellowship. "To be used in traveling or in such a way as the trustees of said college may deem fit for the pursuit of modern languages."

SMITH COLLEGE, Northampton, Mass.

Anna D. Kyle Scholarship. Restricted to Oriental studies. Open to graduates of Smith College who have had one or two years of gradu-

ate study in requisite Biblical subjects and who are preparing for Bible teaching. For study in the American School of Oriental Research at Jerusalem. Stipend, \$1,000.

WISCONSIN, UNIVERSITY OF, Madison, Wis.

Albert Markham Memorial Graduate Traveling Fellowship. For study in the fields of language and literature. Open to holders of the degree of Ph.D. from the University of Wisconsin in language or literature, and may be used for study and travel in the United States or abroad. Stipend, \$800 to \$1,000. Applications should be addressed to the registrar of the University of Wisconsin, Madison, Wis.

YALE UNIVERSITY, New Haven, Conn.

Alexander Kohut Fellowship in Semitics. Open to persons doing research work in Semitics which is intended for publication, and preferably to persons who have received the doctorate. Stipend, \$500. Applications received by the dean of the Graduate School by March 1.

c. PHILOSOPHY

HARVARD UNIVERSITY, Cambridge, Mass.

Philip H. Sears Scholarship. To be assigned on recommendation of the department of philosophy and psychology. Incumbent may study abroad. Stipend, \$900.

d. HISTORY⁸

CALIFORNIA, UNIVERSITY OF, Berkeley, Cal.

Native Sons of the Golden West Fellowships. For study of Pacific Coast history. Open to university graduates who have done a year of graduate work on Pacific Coast history. Two fellowships. Stipend, \$1,500 each. Applications received by the dean of the Graduate Division up to February 20. Some written work must be submitted showing capacity for research in this field.

CORNELL UNIVERSITY, Ithaca, N. Y.

President White Fellowships in History and Political Science. Open to graduate students who are eligible for admission to the Graduate

⁸To the fellowships in history here listed will soon be added an important group provided for by the Henry E. Huntington bequest (See p. 134).

School of the University. At the discretion of the faculty, they may be made traveling fellowships; otherwise residence at the University is required. One fellowship in each subject, but the two may be combined for a single year into one. Stipend, \$500 each, with exemption from tuition.

GOUCHER COLLEGE, Baltimore, Md.

Elizabeth King Ellicott Fellowship. For use in history and political science. Open to graduates of Goucher College. Incumbent may study abroad. Stipend, \$750. Applications received by the president of the College up to March 1.

HARVARD UNIVERSITY, Cambridge, Mass.

Woodbury Lowery Fellowship. For historical research, preferably in American history in the archives of foreign countries, particularly Spain. Stipend, \$1,125.

Charles Eliot Norton Fellowship (see Archaeology).

PRINCETON UNIVERSITY, Princeton, N. J.

Benjamin D. Shreve Fellowship. "For the study of the history of nations, both ancient and modern, to ascertain the cause of their decay, degeneracy, extinction, and destruction." Tenure, one to three years. Within six months after the end of the term of appointment each Shreve fellow must present a typewritten manuscript containing the results of his research, with a view to its publication. Stipend, \$2,000.

YALE UNIVERSITY, New Haven, Conn.

Two Brothers Fellowship. Established in 1918. Awarded annually by the faculty of the Yale Divinity School to a student chosen by them for the purpose of biblical study in Jerusalem or in other foreign lands. Stipend, income from a fund of \$20,000. Apply to dean of Divinity School.

e. ECONOMICS

CALIFORNIA, UNIVERSITY OF, Berkeley, Cal.

Newton Booth Fellowships in Economics. Open to college and university graduates. One traveling fellowship, or two resident fellowships, depending on the nature of the applications, which must be received by the dean of the Graduate Division by February 20. Stipend, \$1,500.

CHICAGO, UNIVERSITY OF, Chicago, Ill.

Political Economy Fellowships. Application to be made to the office of the Graduate School of Arts and Literature. Awarded on the recommendation of the chairman of the Department of Political Economy. Stipends, from \$420 to \$700.

COLUMBIA UNIVERSITY, New York City.

Granville W. Garth Fellowship in Political Economy. Awarded subject to the same regulations and in the same manner as University Fellowships. May be granted for research work. Stipend, income of \$16,250.

HARVARD UNIVERSITY, Cambridge, Mass.

Jacob Wertheim Research Fellowship for the Betterment of Industrial Relations. Established in 1923. Open to any mature man or woman having expert knowledge of this field. The committee will welcome plans for the investigation of particular industries or groups of industries, and of specific methods of industrial coöperation; it will also consider plans for systematic surveys of the field as a whole or of an important portion of it; but the investigation must rest upon original research. The holder, although registered in Harvard University as a research fellow, need not be in residence at the University. Stipend, \$3,600, with maximum of \$750 additional for traveling or other expenses. For further information address Professor James Ford, Emerson Hall, Cambridge 38, Mass.

IOWA STATE COLLEGE OF AGRICULTURE AND MECHANIC ARTS,
Ames, Iowa.

Research Assistantship. For study of the economic history of American agriculture. The honorarium allowed the incumbent by the State Historical Society of Iowa is dependent upon his training and qualifications and the amount of time given to research. Open to graduates of approved colleges.

LONDON SCHOOL OF ECONOMICS AND POLITICAL SCIENCE, London,
England.

Ratan Tata Research Studentship. For study at the London School. The holder will be required to investigate and write a report on some contemporary social or industrial problem and to devote his whole time to this work. Stipend, £200 and remission of fees.

Apply to the secretary of the London School of Economics and Political Science, Houghton St., W. C. 2, London, England, not later than September 14.

London School Studentship. Awarded only in the event of suitable candidates presenting themselves, and if possible, without examination; but papers in economics and political science may be set for selected candidates if considered desirable. Stipend, £200 and remission of fees. Apply to the secretary of the London School, as above, not later than June 1.

ROBERT BROOKINGS GRADUATE SCHOOL OF ECONOMICS AND GOVERNMENT, 1724 Eye St., N. W., Washington, D. C.

Consulting Fellowships. Open to men and women who have finished their formal graduate work. Fellows are expected to live in the house and share its life, to be available to students for consultation at certain times, and to participate in seminar courses. These requirements are limited, and consulting fellows have most of their time for their own reading and study. Fellowships include board, lodging, and all the facilities of the School, and in addition a cash stipend, based on the maturity of the incumbent, ranging from \$500 to \$1,000 a year. Applications should be made before April 1.

George Eastman Fellowships. Open to graduates of approved colleges and universities, both men and women, who have had the equivalent of at least one full year of graduate work. In 1926-27 about twenty fellowships were available. Each provides a credit of from \$750 to \$1,000, to be applied toward the School's charges of \$1,000 against the student. In the main, the incumbents do regular graduate work, but they may devote an exceptional proportion of their time to research. Applications should be made before March 1.

VASSAR COLLEGE, Poughkeepsie, N. Y.

Emilie Louise Wells Fund Scholarship. For advanced study of economics by a candidate who aims at furthering knowledge of the subject or promoting social work. May be used abroad. Stipend, about \$500. Apply to the president of the College.

YALE UNIVERSITY, New Haven, Conn.

Strathcona Memorial Fellowships in Transportation. Candidates must be qualified for advanced work in transportation, with special reference to the construction, equipment, and operation of railroads,

and other engineering problems connected with the efficient transportation of passengers and freight, as well as the financial and legislative questions involved. Transportation by water, highways, or airways, and also other general aspects of the broad field of transportation, embracing its legal and economic phases, are included in the list of subjects which may be presented for study. Preference is given, in accordance with the will of Lord Strathcona, to such persons, or to sons of such persons, as have been for at least two years connected in some manner with the railways of the Northwest; and in any case the holders must have obtained their first degrees at institutions of high standing. Five fellowships, offered annually. Stipend, \$1,000 each.

f. POLITICAL SCIENCE

AMERICAN UNIVERSITY, Washington, D. C.

Fellowships in International Law. A teaching fellowship of \$1,200 and a fellowship of \$750 net the incumbents \$1,050 and \$600 respectively. Awards are made by the Academic Council on the basis of the candidate's ability successfully to carry on research, rather than upon the length of his previous academic training. "Holders will be expected to direct the greater part of their research toward the perfection of a draft of a treaty or project of codification of some selected portion of international law." Application should be made to the dean of the Graduate School before May 1.

CARNEGIE ENDOWMENT FOR INTERNATIONAL PEACE.

Fellowships in International Law. Established for the purpose of providing an adequate number of teachers competent to give instruction in international law and related subjects, and as an aid to the colleges and universities in extending and improving the study and teaching of those subjects. Only persons who intend to be of assistance in this work are expected to apply. Two classes of fellowships are awarded: (1) students' fellowships, open to graduate students holding the equivalent of the bachelor's degree, and (2) teachers' fellowships, open to persons who have taught international law or related subjects at least one year, or who have an equivalent in practice. Some ten fellowships, in all, are awarded each year. The stipends are \$1,000 and \$1,500 in the two classes, respectively; and holders of teachers' fellowships who propose to study abroad are allowed \$300 extra for travel. Applications are received, up to March 16, by the committee on international law fellowships, 2 Jackson Place, Washington, D. C.

CATHOLIC UNIVERSITY OF AMERICA.

Penfield Scholarships in International Affairs and Belles Lettres. Candidates must have a baccalaureate degree and must have had at least one year of graduate work. Three fellowships, awarded for three years. Stipend, \$1,200 a year.

COLUMBIA UNIVERSITY, New York City

Gilder Fellowships. Open to graduates of colleges or universities of approved standing, or to students of Columbia University, having exceptional qualifications. Incumbents are required to devote themselves to the investigation of social and political conditions in this country or abroad, under the direction of the faculty of political science. A portion of the income is set aside to meet the costs of publishing the results of investigation. Two or more fellowships. Stipend variable, but at least \$1,000.

Schiff Fellowship in Political Science. Open to graduates of all colleges and scientific schools of approved standing. May be used for research work. Incumbents are appointed by the council on nomination of the faculty of political science, such nomination to be based on the nomination, on or before April 1, of a suitable person by Mr. Jacob H. Schiff while living and after his death by his oldest living male descendant bearing his family name. Stipend, \$600.

CORNELL UNIVERSITY, Ithaca, N. Y.

President White Fellowships in History and Political Science (see History).

GOUCHE COLLEGE, Baltimore, Md.

Elizabeth King Ellicott Fellowship for the Political Education of Women. For research work in this field. Stipend, income of \$17,880.79.

HARVARD UNIVERSITY, Cambridge, Mass.

Albert Erskine Research Fellowships. Maintained in connection with the Albert Erskine Bureau for Street Traffic Research (See p. 219) and intended to encourage a professional interest in the study of street traffic control problems. Two fellowships. Stipend, \$1,000 each. Application may be made to the secretary of the Harvard Graduate School or to Dr. Miller McClintock, director of the Bureau.

LONDON SCHOOL OF ECONOMICS AND POLITICAL SCIENCE FELLOWSHIPS (see Economics).

NEW YORK UNIVERSITY, University Heights, New York, N. Y.
Penfield Scholarships in Diplomacy, International Law and Belles Lettres. It is preferred, although not required, that candidates shall have to their credit at least one full year of graduate work. Six fellowships. Stipend, \$1,000 each. Apply to Dean A. L. Bouton, Graduate School, Washington Square East, New York City.

PENNSYLVANIA, UNIVERSITY OF, Philadelphia, Pa.

Penfield Scholarships in International Law and Diplomacy. Candidates must have completed at least one year of graduate work, must have sufficient linguistic attainments to enable them to work profitably in a foreign country, and must give evidence of special fitness to pursue studies in international law and diplomacy. Appointments are made for one year, with expectation of reappointment for a second year if the candidate's work is satisfactory. Two fellowships. Stipend, \$2,000 each. Applications should be addressed to Dean Herman V. Ames, Univ. of Pa., before April 1, or as soon thereafter as possible.

PRINCETON UNIVERSITY, Princeton, N. J.

Class of 1883 University Fellowships. For study in the United States or abroad, of political science, physics, chemistry, biology, or geology. Open to duly qualified graduates of Princeton University or of any other college or university. Two fellowships. Stipend, \$700. Applications to be addressed to the dean of the Graduate School, Princeton University, Princeton, N. J.

ROBERT BROOKINGS GRADUATE SCHOOL OF ECONOMICS AND GOVERNMENT.

Consulting Fellowships and George Eastman Fellowships (see Economics).

g. SOCIOLOGY

AMHERST COLLEGE, Amherst, Mass.

South End House Fellowship. The incumbent is in residence one year at the South End House, Boston, for the purpose of investigating social conditions and rendering service according to the

methods of a university settlement. Stipend, \$650. Appointment is made by the trustees of the college.

CHICAGO, UNIVERSITY OF, Chicago, Ill.

Graduate School of Social Service Administration Fellowships. Available particularly for students having completed one year of graduate work. Stipend, \$600, from which tuition is to be paid. Assistantships yielding from \$250 to \$900, in addition to tuition and materials fees, are available for students competent to carry on somewhat independent research or teaching.

GEORGIA, UNIVERSITY OF, Athens, Ga.

Phelps Stokes Fellowship. To enable southern youth of broad sympathies to make scientific studies of the negro and his adjustment to American civilization. Open to graduate students, who must pursue advanced studies in sociology, economics, education, or history as may be determined in each case by the chancellor. Stipend, \$500.

HARVARD UNIVERSITY, Cambridge, Mass.

Robert Treat Paine Fellowship. For "one or more graduates of any department of the University wishing to study at home or abroad the ethical problems of society, and the efforts of legislation, governmental administration, and private philanthropy to ameliorate the lot of the masses of mankind." Stipend, \$825.

NEW YORK SCHOOL OF SOCIAL WORK, 105 East 22nd St., New York City.

Alumni Fellowship. Awarded by the Alumni Association of the School. Preference given to a social worker of some experience who could not otherwise avail himself of a period of intensive training. Stipend, \$1,000 plus remission of tuition. Applications must be filed by April 9.

Kennedy Fellowships. Open to recent college graduates desiring preparation for social work. Two fellowships. Stipend, \$1,200 each. Applications should be filed by April 10.

Commonwealth Fund Fellowships. Open to well qualified probation officers, visiting teachers, and social case workers for study in the psychiatric field. Fifteen fellowships. Stipend, not more than \$1,200 each. Applications should be filed by April 10.

OHIO WESLEYAN UNIVERSITY, Delaware, Ohio

Hough Fellowship in Practical Sociology. Open to graduates of the University. The holder is required to undertake a piece of independent and original research, to secure a practical acquaintance with some sociological problems in connection with the unprivileged classes, and to present a thesis embodying the results of his investigations. Stipend, \$100.

PENNSYLVANIA SCHOOL OF SOCIAL AND HEALTH WORK, 311 S. Juniper St., Philadelphia, Pa.

Social Service Fellowships. Open only to college graduates, and preference will be given to candidates who have had some experience in social work or an allied profession. Two fellowships. Stipend, \$1,000 each. Applications should be addressed to the registrar of the School before May 15.

PRINCETON UNIVERSITY, Princeton, N. J.

South East Club University Fellowship. For study in social science, in the United States or abroad. Open to duly qualified graduates of Princeton University, or of any other college or university. Apply to the dean of the Graduate School before March 1. Stipend, \$700.

SMITH COLLEGE, Northampton, Mass.

Smith College Alumnae Association and the Intercollegiate Community Service Association Joint Fellowship. Open to Smith College graduates for academic work at the Boston School for Social Workers, at Columbia University, or at Bryn Mawr College, in connection with practical work at the Boston, New York, or Philadelphia College Settlement, where the fellow is in residence for the nine months of the fellowship year. Stipend, \$600. Applications received by Miss Grace Coyle, chairman of the I. C. S. A. Fellowship Committee, 70 Fifth Ave., New York City.

VIRGINIA, UNIVERSITY OF, Charlottesville, Va.

Phelps-Stokes Fellowship in Sociology. For use in studies of the negro. Open to graduate and professional students of the University of Virginia. The incumbent must pursue research work concerning the negro in the South, encourage investigation, and write a

thesis or prepare an abstract, to be submitted by May 15 of the year of incumbency. Stipend, \$500.

* * *

Fellowships and similar appointments are to some extent supplemented by money prizes, medals, and other awards. The former ordinarily contribute to the support of the research worker while his efforts are still in progress; the latter crown his completed results with recognition, and usually with emoluments of a more directly negotiable character. The following list of prizes and other awards available in the humanistic and social fields does not include various prizes that have been offered, at one time or another, for a single occasion only, or certain others which are as yet only in prospect, e.g., the prizes for attainment in scholarship which the Phi Beta Kappa Society proposes to establish.

AMERICAN HISTORICAL ASSOCIATION

Justin Winsor Prize. This prize of \$200, offered in even-numbered years, is intended for the encouragement of writers on history who have not previously published any considerable work or obtained an established reputation. The monograph or essay must be based upon independent and original investigation in American history, which is construed to mean the history of the United States and other countries of the western hemisphere. A monograph to which the prize has been awarded in manuscript may be published in the annual report of the Association, in which case it must not exceed 100,000 words, including text, notes, bibliography, appendices, etc. Monographs must be submitted on or before July 1 of the year in which the prize is awarded; and only works in the English language are given consideration. A printed monograph may be submitted, but only if published not more than two years before the date when the essays are due.

Herbert Baxter Adams Prize. This prize of \$200 is awarded in odd-numbered years under the same general conditions as the Justin Winsor prize, except that the monograph must be based upon independent and original investigation in the history of the eastern hemisphere. The monograph may deal with any aspect or phase of the subject.

George Louis Beer Prize. Awarded annually to an American citizen for the best work on "any phase of European international history since 1895." A work submitted in competition for the Adams prize may at the same time, if its subject meets the requirements, be

submitted for the Beer prize; but no work that shall have been so submitted for both prizes will be admitted to the competition for the Beer prize in any subsequent year. A work may be submitted either in manuscript or in print, and should not exceed 50,000 words, exclusive of necessary notes, bibliography, appendices, etc. The date of submission and the time-limit for printed monographs are the same as in the preceding cases.

John M. Dunning Prize. Under the will of Miss Mathilde M. Dunning, the income of a \$2,000 trust fund is awarded for the best historical essay on subjects determined by the Association, covering—at least for the present—“historical matter connected with the Southern states during the Reconstruction period, in which my father, John M. Dunning, and my brother, William A. Dunning, former president of the Association, were deeply interested.”

The Jusserand Medal. A medal struck in honor of Jean Jules Jusserand, late ambassador of the French Republic to the United States, and former president of the Association, is awarded as occasion may arise for a published work of distinction on any subject involving the history of intellectual relations between the United States and any foreign country. The work may have been written by a citizen of the United States or by a citizen of any other state.

AMERICAN PHILOSOPHICAL SOCIETY.

Phillips Prize. In 1888 Miss Emily Phillips, of Philadelphia, gave the Society \$5,000, the income of which is to be used in awarding a prize for the “best treatise on the history and growth of the philosophy of jurisprudence, divided into ancient, medieval, and modern periods, presenting a complete conspectus of the literature, bibliography, and opinion pertaining to the subject.” Essays may be written in English, French, Dutch, Italian, Spanish, or Latin, but if in any language other than English must be accompanied by an English translation. No published work may be considered for the prize, nor any for which the author has already “received any prize, or profit, or honor, of any nature whatsoever.”

BRITISH ACADEMY.

Rose Mary Crawshay Prize for English Literature. “Open to a woman of any nationality who, in the judgment of the Council of the British Academy, has written or published, within three years next preceding the date of award, an historical or critical work on

a subject connected with English literature." May be awarded annually. Amount, £100. For further information apply to Sir I. Gollancz, Kings College, Strand, London, W. C. 2, England.

CHICAGO TRUST COMPANY.

Annual Monograph Prizes. First prize of \$300; second prize of \$200. Awarded for brief studies, not exceeding 20,000 words in length. Competition is open to students registered in the American Institute of Banking; to bank employees generally, excepting officers of banks; to students in commerce and law, and in departments of economics of colleges and universities; and to graduate students who have not completed more than one year of graduate work.

Triennial Research Prize. This prize of \$2,500 is awarded every three years. Papers submitted must be in the English language and unpublished, and must deal with some aspect of the trust phases of business or corporation finance. Suggested topics are published yearly. There are no rules concerning eligibility of contestants, but the donors have in mind particularly officers of banks, business executives, practicing attorneys, members of teaching staffs, and graduate students in economics and business. Essays are due on June 1 of the year in which an award is to be made. Inquiries concerning either of the Chicago Trust Company's prizes should be addressed to Professor L. S. Lyon, Robert Brookings Graduate School, Washington, D. C., secretary of the committee of award.

CHICAGO, UNIVERSITY OF.

The Rosenberger Medal. Awarded in recognition of achievement in research or authorship or invention, for discovery, for unusual public service, or indeed for anything deemed of great benefit to humanity. The award may be restricted to persons connected with the University of Chicago as officers of administration or instruction, as students, or as alumni.

The Susan Colver Rosenberger Educational Prize. The income of \$2,500 is awarded annually by one of three departments in rotation—education, divinity, and sociology—for the best dissertation giving the results of valuable original research of a kind to warrant and secure publication.

COLUMBIA UNIVERSITY.

Loubat Prizes. Two prizes, of \$1,000 and \$400, respectively, are awarded at commencement at the close of every quinquennial

period, dating from July 1, 1893, for the best work printed and published in the English language on the history, geography, archæology, ethnology, philology, or numismatics of North America. Competition is open to all persons, whether or not connected with the University, and whether citizens of the United States or of some other state.

Nicholas Murray Butler Medals. A gold medal is awarded at each fifth commencement, beginning in 1915, for the most distinguished contribution made during the preceding five-year period, anywhere in the world, to philosophy or to educational theory, practice, or administration. A silver or bronze medal, also, is awarded annually to that graduate of Columbia University who during the preceding year has shown the most competence in philosophy or educational theory, practice, or administration, or who during that time has made the most important contribution to any of these subjects.

Pulitzer Prizes. Under the will of the late Joseph Pulitzer, a prize of \$2,000 is awarded annually for the best book of the year upon the history of the United States, and another of \$1,000 for the best American biography "teaching patriotic and unselfish service to the people." Competition for these prizes is restricted to works published during the calendar year ending December 31 next preceding the year in which the awards are made.

Squires Prize. The income from a fund established by Mr. Grant Squires is awarded at commencement at the close of every quinquennial period, dating from July 1, 1895, to such graduate conducting an original investigation of a sociological character as is adjudged most worthy by a committee of award, consisting of the president, a professor of sociology, and a professor of political economy.

HART, SCHAFFNER, AND MARX.

Economic Prizes. Awarded annually to two classes of competitors. Class A includes any residents of the United States and Canada without restriction; Class B includes only those who are undergraduates in American universities or colleges. The first and second prizes offered to Class A are \$1,000 and \$500, respectively; those offered to Class B are \$300 and \$200. The aim of these awards is to stimulate interest in topics related to commerce and industry, and to aid in constructive economic thinking. Selection among the papers presented is made by a committee of which Professor J. Laurence Laughlin, of the University of Chicago, is chairman. A list of sug-

gested subjects, and a list of the many and excellent prize-winning monographs which have been published, may be obtained from the company at 200 Fifth Ave., New York City, or from the chairman of the committee.

HARVARD UNIVERSITY.

Ames Prize. A bronze medal and a sum of not less than \$400 are awarded at intervals of four years from the James Barr Ames Fund for the most meritorious law book or legal essay written in the English language and published not less than one year nor more than five years before the award. The award was last made in 1926.

Bowdoin Prizes. A bronze medal and \$200 are awarded annually to each of three resident graduate students for essays of high literary merit and of not more than 15,000 words, on topics drawn from the following fields of learning: (a) philosophy and education; (b) biology, geology, anthropology, and forestry; (c) foreign languages and literature, ancient and modern; (d) English, fine arts, and music; (e) history, government, economics, and business administration; and (f) mathematics, physics, chemistry, and engineering. Beginning in 1927-28 the prizes will be offered in alternate years in two sets of groups comprising, respectively, *a, b, c*, and *d, e, f*.

Dante Prize. The Dante Society offers an annual prize of \$100 for the best essay by a student in any department of the University, or by a graduate of not more than three years' standing, on a subject drawn from the life or works of Dante. The competition is open to students and graduates of similar standing of any college or university in the United States. Manuscripts must be submitted at 9 University Hall not later than May 1. Inquiries should be addressed to Professor G. B. Weston, secretary of the Society.

Helen Choate Bell Prize. Open to any student in the University or in Radcliffe College. The prize, of \$300, is offered for the best essay of from 5,000 to 10,000 words on a subject in American literature, approved by the Boylston professor of rhetoric and oratory. Theses in college courses and chapters from theses submitted for the doctorate may be submitted.

Sumner Prize. A prize of \$100, maintained by a bequest of Senator Charles Sumner, is offered for the best dissertation on a subject connected with the topic of universal peace and the methods by which war may be permanently superseded. This prize is open to any student of the University in any of its departments.

Susan Anthony Potter Prize. A prize of \$100 is offered for the best thesis by a student (graduate or undergraduate) in Harvard University or Radcliffe College on any subject in the field of comparative literature approved by the chairman of the department.

Toppan Prizes. An annual prize of \$100 is offered for the best doctoral thesis of the year upon a subject in political science. Also, a prize of \$200 is offered in alternate years for the best essay of not more than 15,000 words on a subject in political science.

ROOSEVELT MEMORIAL ASSOCIATION.

This association, established in 1923, awards annually a gold medal for distinguished service in each of three of the following ten fields: administration of public office, development of public and international law, promotion of industrial peace, conservation of natural resources, promotion of the welfare of women and children, the study of natural history, the promotion of outdoor life, the promotion of the national defense, the leadership of youth and the development of American character, and eminent contribution to literature in the field of biography, history, or the philosophy of government.

SIMONDS SAW AND STEEL COMPANY.

Alvin T. Simonds Economic Contest. A first prize of \$1,000 and two second prizes of \$250 each are awarded annually with a view to arousing more general interest in the subject of economics as related to individual and general welfare. The contest is open to all persons whatsoever. The essays must be written in English, must be original, and must not have been published or used in any similar contests. The prize-winning essays and the copyrights become the property of the donor upon payment of the prizes. Further information, including the subject for the current year, may be obtained from the contest editor, Simonds Saw and Steel Company, 470 Main Street, Fitchburg, Mass.

UNITED DAUGHTERS OF THE CONFEDERACY.

Mrs. Simon Baruch University Prize. Beginning in 1927, this prize of \$1,000 is to be awarded biennially for the best unpublished monograph or essay submitted, in the field of southern history, preferably in or near the period of the Confederacy or bearing on the causes that led to the Civil War. Competition is limited to undergraduate and graduate students in universities and standard colleges

in the United States, and those who have been students in such institutions within the preceding three years. Essays are to be sent to Mrs. Arthur H. Jennings, 2200 Rivermont Ave., Lynchburg, Va.

YALE UNIVERSITY.

George Washington Egleston Historical Prize of \$1,600. Awarded annually to any resident student of the University, graduate or undergraduate, who by research discovers new facts of importance for American history, or who, from existing data, gathers information or reaches conclusions which from an historical, literary, and critical point of view are likely to be useful to anyone interested in the same subject.

John Addison Porter Prize. The sum of \$500 is offered annually for a work of scholarship in any field where it is possible through original effort to gather and relate facts or principles, or both, and present the results in such a literary form as to make the product of general human interest. Competition is open to all resident students in the University who are candidates for a degree.

APPENDIX

BIBLIOGRAPHY OF HUMANISTIC AND SOCIAL RESEARCH

So far as has been discovered, no list of books and articles dealing with the general subject of research has been published, for the humanities as a whole or for any one of the several disciplines covered in the foregoing report. It has therefore seemed worth while to append a list, which indeed makes no pretense to exhaustiveness, yet is believed to include most of the significant discussions that have appeared in English in the past decade or somewhat more. In some instances research is dealt with only rather incidentally, but as a rule it forms the main theme of the book or article cited.

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